

**A STRATEGY FOR FORMULATING A MONITORING
AND EVALUATION FRAMEWORK AND A TOOL FOR
THE SUSTAINABILITY OF MOBILE UNITS IN
THE DEPARTMENT OF HOME AFFAIRS
OF THE REPUBLIC OF SOUTH AFRICA**

by

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DECLARATION

I declare that: **A Strategy for Formulating a Monitoring and Evaluation Framework and a Tool for the Sustainability of Mobile Units in the Department of Home Affairs of the Republic of South Africa** is my own work. All the sources that I have used or quoted have been indicated and acknowledged by means of complete references. This work has not been submitted before for any other degree at any other institution.

Thobile Nolwandle Kubheka-Tshikala

Signature

Date

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In conclusion, I dedicate this dissertation to all the aspiring practitioners, leaders and managers who believe in excellent reform through monitoring and evaluation for the sustainability of benefits.

SUMMARY

The study investigated the possibility of developing a monitoring and evaluation tool to capacitate the South African Department of Home Affairs towards the sustainability of its mobile unit project. As South Africa has a history of gross discrepancies in the appropriation of services by the citizenry, a fleet of 117 mobile trucks was deployed as part of the 2004 Turnaround Strategy.

The chosen structural-functionalist theoretical vantage point informed a quantitative baseline survey in which the views of thirty eight respondents in six provinces and across various ranks were gauged. The majority expressed positive views about the sustainability of the mobile units beyond project phase. They expressed confidence in the goals, relevance and realistic nature of the mobile units. In the SWOT analysis, the respondents expressed more strengths and opportunities than weaknesses and threats. These findings form the baseline for the development of the intended M&E framework.

Key words: Intervention sustainability; improved access to services; moral functional imperatives; M&E framework; formative evaluation; SWOT analysis.

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LIST OF ACRONYMS AND ABBREVIATIONS

AGIL	Adaptation, Goal-Attainment, Integration, Latency
APP	Annual Performance Plan
BA	Beneficiary Assessment
BATHO PELE	People First
CD	Chief Director
CSA	Civil Service and Administration
CSIR	Council for Scientific and Industrial Research
DAC	Development Assistance Committee
DDG	Deputy Director-General
DG	Director-General
DHA	Department of Home Affairs
DICC	Durban International Conference Centre
DoH	Department of Health
DPSA	Department of Public Service and Administration
EC	Eastern Cape
F-CARD	Frequency Card
HR	Human Resources
HRD	Human Resources Development
IDs	Identity Documents
IEC	Independent Electoral Commission
IEG	Independent Evaluation Group
IMBIZO	Public Meeting
IT	Information Technology
KZN	Kwa-Zulu Natal
LRB	Late Registration of Birth
M&E	Monitoring and Evaluation
MTEF	Medium-Term Expenditure Funding
MU	Mobile Units
MUO	Mobile Unit Optimisation

NC	Northern Cape
NGO	Non-Governmental Organisation
NPR	National Population Register
PAR	Participatory Action Research
PFMA	Public Finance Management Act
PLA	Policy Learning Assessment
PSR	Public Service Reform
SARS	South African Revenue Services
SIT	Support Intervention Team
SPSS	Statistical Package for the Social Sciences
SWOT	Strengths, Weaknesses, Opportunities, Threats
UPS	Ultimate Power Supplier
USA	United States Of America

CHAPTER 1: THE BASELINE OF THE STUDY

1.1 INTRODUCTION

The South African Department of Home Affairs (hereafter referred to as the DHA) plays a critical role in servicing the clientele of all South Africans and international guests. According to the *Turnaround Strategy* (South Africa: Department of Home Affairs 2003) document, the role of the DHA is defined by two core responsibilities. Firstly, it must ensure administrative citizenship and enable South Africans to access state and other deserving services by providing the necessary documentation. Secondly, the DHA must facilitate the movement of people in and out of the country.

In addition to the two core responsibilities, the DHA is obligated to address security considerations related to these core functions. Also absolutely critical is the DHA's role to enable the South African government to create a better life for all by providing citizens with the documents enabling them to benefit from the services of government. Enhanced accessibility to the DHA's service points is critical for the successful realisation of this objective. Evidence is reflected in the documents obtained from the DHA, which entitle people to access housing, education, healthcare, social grants, jobs, financial services, voting rights and many more services. From the aforementioned, it can be argued that the functions of the DHA impact on the functioning of almost all government departments.

1.1.1 The essential services of the DHA

Civic Services and Immigration Services are the two core business features of the DHA. The business of Civic Services is mainly the issuing of identity documents, birth, death and marriage certificates, while Immigration focuses on matters of refugees, asylum, ports of entry, visas and all other international related services. Functions from the two core business units have manifested an unavoidable overlap in terms of the service points that the DHA's clientele utilise. Any monitoring and evaluation initiatives must ensure applicability and relevance in all core business of the DHA. The study thus became the first step in the direction of developing a

monitoring and evaluation tool that will have a dual or even multi benefit for the monitoring and evaluation of other projects within the DHA.

1.2 THE TERMS OF REFERENCE FOR THIS STUDY

In September 2003, the then Director-General of the South African Department of Home Affairs acknowledged the challenges that were facing his department both locally and abroad. He shared his observations with the rest of the management staff at a team-building session. In a unanimous voice, the team resolved to work collectively to turn the situation around (South Africa: Department of Home Affairs 2003:5).

The result was the development of the Turnaround Strategy. The strategy was eventually tabled and clearly communicated in a document entitled 'The Department of Home Affairs: Turnaround Strategy, January 2004'. This document serves as a major source for the terms of reference to this study.

Based on the Turnaround Strategy, the DHA identified a number of projects that could be implemented to help the DHA realise its original mandate and deliver with impact, particularly on its core functions. The projects have been tabled as 'quick-wins' in the Turnaround Strategy document.

The envisaged change had to be effected across all nine provinces of South Africa. This huge task can only be realised through an interfaced management system at national, provincial, district and regional levels. The head office, where the Director-General and his strategy team are based, remains obligated to ensure a feasible sustainable strategy for the monitoring and ultimate evaluation of the entire turnaround programme.

1.3 RELEVANCE OF THE STUDY

The study is particularly relevant in the sense that in 2006, the DHA commissioned the Council for Scientific and Industrial Research (CSIR) to conduct a study that would investigate accessibility to the DHA's service points. Special emphasis was placed on access in rural South Africa.

An approach of 'managing by projects' was viewed as the best option to ensure the successful implementation of the turnaround strategies. The main reason was that such an approach can accommodate the particular circumstances of the discrepancies in the infrastructural development of the various regions.

Given the background of this situation, the researcher deemed it necessary to incorporate a framework that has both short and long-term implications for monitoring the progress which would be used to address the accessibility issue. The researcher's framework would also allow for regular evaluation of the project impact and efforts.

1.4 FEASIBILITY

The focus of this study concerns a project that is still at the initiation phase. The researcher's intervention has been effected at the formative stages of the project. The Turnaround Strategy has termed this project the *Mobile Unit Optimisation Project*.

The DHA occasionally deploys the mobile units in all provinces in line with the particular needs of a region. Eventually, the assessment done by the CSIR study has contributed to the design for the location of the DHA's facilities. The South African national elections in 2009 are a particular example of an event that renders this study feasible.

An identity document issued by the DHA is the main and only document that will allow the people to exercise their franchise. The citizens needed mobile units as an additional resource to obtain identity documents in preparation for voting in the 2009 national elections. The optimised accessibility that was envisaged afforded citizens, even in the most remote areas, an opportunity to obtain this necessary document in order to cast their vote.

1.5 METHODOLOGICAL ORIENTATION

The researcher believes it is equally important to establish stakeholders' perceptions of a project as much as quantifying how far the project has reached the intended

beneficiaries. For this reason, a participatory action research (PAR) design has been preferred for this formative study.

The study was predominantly quantitative but endeavoured to include open ended questions to elicit a broad range of perceptions pertaining to the mobile unit project. In addition, the researcher conducted a SWOT Analysis on the sustainability of the project. The analysis dealt with the reconciliation of the strengths, weaknesses, opportunities and threats to the sustainability of the project efforts and benefits.

1.5.1 Research approaches

Elements of PAR were deliberately included in the approach for this study. This entailed the active involvement of all parties. Janet Shapiro (2002) argues that for comprehensive results, qualitative information needs to be combined with the quantitative. She asserts that the subjective stage of qualitative research can provide a better route to objective results. While quantitative inquiry gives information by direct measurement, qualitative does so by observation and interpretation.

Whereas the data for this study was quantified and presented as percentage tables, many of the question items were open questions that allowed for the free expression of opinions. Herndon and Kreps (1993:1-2) contend that such an approach generally enhances the understanding of organisational change and adaptation. The approach also has the potential to describe the relationship between interpretive and reflexive elements within an organisation. Turning the DHA around clearly needs such management information and strategies.

1.5.2 The research site

The business units that participated in the research were the Civic Services, Human Resources, Finance, Asset Management and the key role players in the various provinces. Particularly included were the staff members at the regions where mobile trucks are utilised.

1.5.3 Ethical defensibility

The Research Committee of the DHA was approached for permission to conduct the study within the DHA. This enabled the participation of the identified participants in

this participatory action exercise. The then Acting Deputy Director-General of the Civic Service business unit agreed to host the research activity as recommended by the Research Committee.

It was this senior manager who advised the researcher to focus on the Mobile Unit Optimisation project. He cited the reason as being the completeness of the project at the time and the urgent need for a monitoring device to ensure sustainability of efforts. The researcher has also pledged to be bound by the agreement between herself and the Department in terms of the participation of the DHA officials in the research and the dissemination of results. See terms of the agreement in Appendix A of this document.

1.6 OVERVIEW OF THIS RESEARCH

This study was a formative evaluation of the exercise to strengthen the operation of the mobile units utilised for the services offered by the DHA, particularly to poor rural communities. The DHA has named this initiative the Mobile Units Optimisation Project. This project has been executed in conjunction with consultants who have been appointed for a fixed term. The project was one of the 'quick-wins' that the DHA had identified as part of the turnaround obligations.

The study also aimed at setting up a model for the management, monitoring and evaluation of the operation of the mobile units.

1.6.1 Problem statement of the research

The problem that directed this study was the evaluation of the Mobile Units Optimisation Project in the DHA. The initiative is studied at the formative stages. The situational analysis conducted during the review stages of the Turnaround Strategy in 2004 had identified inconsistencies in most Civic Services processes as a major cause of bottlenecks and delays in the DHA's service delivery (South Africa: Department of Home Affairs 2003: 26).

The researcher's assertion of an interfaced management system as raised in the terms of reference for this study can potentially ensure standardised operational criteria that would mitigate against the inconsistent systems across offices of

different levels. Such inconsistencies have threatened the integrity and security of one major instrument of civic services, the National Population Register (NPR). Consequently, non-citizens of the Republic have been fraudulently enrolled in the register and accessed services specifically meant for South Africans.

In addition, the DHA lacked a standard monitoring and evaluation system that would assist the Department to gauge their efficiency, effectiveness and overall impact as a national organisation. However, the host manager of this research, then Acting Deputy Director-General of Civic Services, realised the need for a monitoring device in the mobile units project. The researcher's aspired monitoring and evaluation tool should be viewed as imperative to synchronise the stated and other possible inconsistencies affecting DHA processes in an attempt to reduce, if not eliminate, bottlenecks and delays for service delivery as identified by the situational analysis of the turnaround strategy.

The CSIR study for one, revealed the infrastructural discrepancies which the researcher views as a source of accessibility inconsistencies for DHA services. Individuals who are equally citizens did not receive equal access to equally crucial basic services. However, the mobile units intervention has been planned to address this anomaly.

1.6.2 The research problem

The research problem in this case elaborates the purpose of the research which is to evaluate the Mobile Units Optimisation initiative in its formative stages. This will, of course, be unravelled by clarifying the study objectives and answering the subsequent research questions. In the process, the researcher aimed to devise a strategy for formulating a monitoring and evaluation framework for the sustainability of the mobile units in the South African DHA.

1.6.3 The four aspects of the research problem

This particular formative evaluation focused on five aspects that work towards an assessment of sustainability of the project benefits for both the service provider and

the client. The principal investigator's task was to observe the preliminary proceedings of the Mobile Units Optimisation Project.

1.6.3.1 The appropriateness of goal-setting

Poor logistical management and administration, particularly in the DHA offices in the provinces of South Africa, has had a negative impact on service delivery (South Africa: Department of Home Affairs 2003:29). The Turnaround Strategy has recognised the fact that the real frustrations of the clientele of the DHA lies with the rural disadvantaged communities.

Sensitivity to the needs on the ground has been viewed as a priority if the DHA wishes to improve client perceptions. Informed implementation, administration, efficiency and related outcomes are necessary to address grassroots concerns. Chelimsky (1997), Patton (1997) and the Canadian Evaluation Society Project in Support of Advocacy and Professional Development (2002) , argue that appropriate goal-setting should be able to yield the benefits of accountability, development and knowledge acquisition. The researcher contends this will result in improved management and administration.

1.6.3.2 Mobile units as extensions of the DHA

The mobile units' team at the DHA has discovered ways of making its intervention identifiable as an extension of the DHA. This occurred through three main operations namely, a campaign focus, a rural focus and project acceleration focus. The overall scope of these projects covered pre-planned mass events, targeted high density nodes, deep rural regions and multi-day visits to outer settlements. Some of the services linked to the mobile units were outsourced to contractual service providers. The intention was to deliver the project plan between the beginning of April and the end of December, 2008. Experience has, of course, been incorporated into the implementation phase.

It is assumed that clients of the DHA will appreciate the enhanced visibility and accessibility of its services. The Canadian Evaluation Project in Support of Advocacy and Professionalism (2002), points out the clients' tendency for multiple expectations

from an intervention that is aimed at enhancing their benefits. The Dutch Spatial Policy as expressed by Van der Meer and Edelenbos (2006:2), has highlighted that all actors, including clients, should develop a culture of mutual responsibility. They should understand that service risks, costs and benefits are shared commodities. The Canadian Evaluation Project in Support of Advocacy and Professionalism (2002) further asserts that evaluators should aim to understand clients' needs and therefore meet their expectations. With the inclusive revolution that the Turnaround team has implemented, there is a greater likelihood of beneficiary satisfaction and understanding as the functionality of the DHA gets extended through mobiles.

1.6.3.3 Key performance indicators as measuring project success

Evidence of the project impacts to both beneficiaries and the service provider should serve as an indication of implementer performance. Proper monitoring of the progress of the project has necessitated a clear definition of deliverables and milestones. Briefly described, the key metrics to achieve these milestones include the capability to identify the geographic area and the supporting resources for the operations.

The researcher contends that the facility location study by the CSIR plus the subsequent allocation of the necessary and relevant resources to optimise the use of mobile units are indicators that can enhance the measurability of the performance for the initiative in question.

1.6.3.4 Evaluation empowerment of line managers

Fetterman (2001) and Miller and Campbell (2006) articulate a form of evaluation practice in which evaluators bring the voices of disempowered citizens to those who have the power. By so doing, they facilitate the citizens' control over their own affairs. Miller and Campbell (2006:297) define "*empowerment evaluation as a process that facilitates the development of perceived and actual control over the fate of a community of people joined by their relationship to a social program.*" Fetterman (2001) argues that evaluation should serve as a tool for self-sufficiency and self-determination while facilitating empowered outcomes.

According to Zimmerman (2000) and Miller and Campbell (2006), empowered individuals are critically aware of and can analyse what must change in a manner that reflects a sense of control in a participatory way. Such an empowered community can potentially influence policy in terms of resource allocation and also mainstreaming of evaluation activities into normal programming of the organisation's functioning.

1.6.4 Why this study?

The study is undertaken mainly for a practical contribution. The underlying purpose is to ensure the sustainability of the beneficial efforts of the mobile units' project even after the consultants' intervention has been concluded. In the process, the researcher believes the monitoring and evaluation skill base of the DHA will be capacitated.

The researcher believes this will be achieved by empowering line managers with the necessary functional monitoring and evaluation skills. The researcher is of the conviction that the participation of all the relevant stakeholders in this formative exercise, in one form or another, is critical for the appreciation of the intended benefits of the study.

1.6.5 The specific objectives of this study

The specific objectives of this study were to:

1. Set up and evaluate goals for mobile units in full collaboration with all relevant stakeholders;
2. Gather information and test ideas on branding of the mobile units such that they become identifiable as extensions of the DHA's commitment to service excellence to the people of this country;
3. Set up and evaluate a monitoring and evaluation framework for the project in full participation of all relevant stakeholders;
4. Identify, through personal interviews with key stakeholders ways of making the efforts of the project sustainable in terms of their goals, as alluded to in objective 1 above, over time.

1.6.6 The research questions that guided the study

The following research questions guided the study:

1. What are the goals of the mobile units and how do the key role players perceive these goals?
2. Are the goals specific, quantifiable, deliverable, realistic and relevant?
3. How can mobile units be branded to the public and to all service recipients as extensions of the DHA?
4. What is the most appropriate framework for the monitoring and evaluation of these mobile units?
5. What do key role players perceive to be the strengths, weaknesses, opportunities and threats to the sustainability of the mobile units?

1.7 CONCLUSION AND LAYOUT OF THE DISSERTATION

In this chapter, the researcher explained the background to the study. A central principle (and one that is also emphasised by the Independent Evaluation Group of the World Bank 2007) is that all principal stakeholders have a vested interest in monitoring and evaluation both for accountability to political authorities and the general public. The researcher therefore concludes that the implementers' ability to account in this regard can be viewed as an evaluation yardstick for the Mobile Units Optimisation project.

This dissertation comprises five chapters that are organised as follows:

Chapter 1 forms the introduction and includes the background, the statement of the problem, the context of the problem, the purpose of the study, the objectives, the research questions and the rationale for this study.

Chapter 2 deals with Literature Review as stated in the Table of Contents. Here, structuralist-functionalist notions of a social system are applied to the mobile unit project of the DHA and the AGIL model is described. The chapter elaborates on the turnaround strategy, the DHA's strategic objectives, a critical analysis of the implementation of the turnaround strategy, the articulation with other state departments through *Batho Pele* principles, the mobile unit project, integrating

mobile units into line functions, stakeholder collaboration and empowerment, ways of making the mobile units project sustainable and M&E in the public sector.

In Chapter 3 the researcher discusses the methodology in respect of the research design, data sources, data collection techniques, issues of reliability and validity, the sampling techniques, data analyses and ethical considerations.

In Chapter 4 the findings are discussed and given in tables. The results are tested against the principles of the AGIL model.

Chapter 5 is a summary of the findings in terms of the stated research objectives and a discussion of the implications of findings for the M& E tool. Recommendations for further actions are made.

CHAPTER 2: LITERATURE REVIEW

2.1 INTRODUCTION

Generally defined, a literature review is a brief but thorough exploration which critically assesses the past and current knowledge on a particular topic. Cooper (1998) argues that such literature may be empirical, theoretical, critical, analytical or methodological in nature. The intention of such a review is to describe, summarise, clarify, integrate and evaluate the content of the primary study.

One underlying purpose with the literature review is to convey the knowledge and ideas that have been established on a research topic. The literature also helps to identify the strengths and weaknesses of the study. In the process, the primary research is alerted to contrasting perspectives and viewpoints. It is imperative that a review provide a critical overview of the research efforts at the levels of theoretical perspectives, empirical evidence and methodological orientations. The latter has been addressed in detail in chapter 3 of this dissertation.

The researcher, in this study, has pursued mainly a structural functionalist theoretical perspective. Social systems theory has been incorporated as it is a version of structural functionalism. The researcher believes the Turnaround Strategy at the DHA has emulated the functional prerequisites of the structural functionalist and social systems theoretical orientations. The chosen methodology included elements of PAR. The reason is that PAR, like structural functionalism, recognises the functional subjective elements in the interaction of stakeholders during the research process.

2.2 SOCIOLOGICAL THEORETICAL PERSPECTIVES RELEVANT TO THE STUDY

The structural functionalism and social systems theory as articulated in Talcott Parsons' model of the four basic function needs of social systems, namely adaptation, goal attainment, integration and latency (the AGIL model) are used as the theoretical point of departure for this study. The functional requisites of

adaptation and goal-attainment are social change concepts, whereas integration is a communication-related requisite while latency depicts historical analysis.

The concept of functional requisites or needs of a social system has been central to the functional analysis in social phenomena. Systems theorists have contended that the positive contribution of a particular social institution or cultural pattern reflects its function to a society. Furthermore, if societies are to persist and continue to exist, they must fulfil certain requirements (Wallace & Wolf 1980). The concepts of persistence and continuity with regard to the mobile units' intervention at the DHA represent the cornerstone of this research.

2.2.1 A social systems approach

In Parsons' terms, social systems have needs. Each social system or subsystem has to meet four characteristics or functional needs for it to survive and continue. Ritzer (1992:240) defines the said functional needs as *"a complex of activities directed towards meeting a need or needs of the system"*. Like Parsons, Ritzer (1992) contends that the first two functional needs are necessary for survival and continuing operation of the system. Ritzer (1992) continues by saying that the last two serve as a means of regulation.

The DHA, as a subsystem of the broader South African system, needs to subscribe to this orientation if the mobile units are to survive and continue. Mariussen (2003) adopted Parsons' definition of a social system as a plurality of individual actors interacting with each other in a situation which has at least a physical or environmental aspect. The definition presents actors as being motivated in terms of a tendency to optimise gratification. The relation of the actors to their situation and each other is defined as mediated in terms of a system of culturally structured and shared symbols. The PAR involvement of all stakeholders for a common value of the mobile units at the DHA has elements of Mariussen's (2003) orientation.

2.2.2 The AGIL model

Parsons (1956: 63) defines an organisation as "a social system oriented to the attainment of a relatively specific type of goal, which contributes to a major function

of a more comprehensive system, usually the society". In applying the AGIL model to organisations as social systems, Parsons distinguishes between:

1. (A) the adaptive mechanisms that relates to the mobilisation of resources
2. (G) the operative code which are those mechanisms of goal implementation
3. (I) the integrative mechanisms
4. (L) the value system that defines the goals of the organisation (Wallace & Wolf 1980),

Social structures and systems are oriented both internally and externally. The external focuses on problem solving while the internal focuses on system maintenance. Figure 2.1 (below) provides a brief description of each functional prerequisite of the AGIL model. The researcher then provides an in-depth analysis of each in relation to the circumstances of the mobile units' regime at the DHA in the subsequent paragraphs.

FIGURE 2.1: A DEPICTION OF PARSONS' AGIL MODEL

Problem Solving (externally oriented)	Adaptation <i>The social systems must cope with external boundary conditions and situational exigencies.</i>	Goal attainment <i>The goals of the social system must be defined, prioritisation of goals, future survival and growth</i>
System maintenance (internally oriented)	Integration <i>Adaptive efforts of the social system must be integrated, ensuring internal co-operation and coherence</i>	Latency/pattern maintenance <i>Renew and maintain patterns of behaviour, maintain peoples' motivation, tensions must be managed</i>

(This figure was set up by T.N. Kubheka-Tshikala)

2.2.2.1 Adaptation

Each system exists in an environment and must be able to adapt to this environment. The system's need for adaptation (the A in AGIL) refers to the need to secure sufficient resources from the environment and distributing these throughout the system (Wallace & Wolf 1980). In organisational terms, it refers to the

mechanisms of resource procurement. It highlights the issue of the efficient mobilisation of resources that links internal organisational functioning with its external relations and environment. Moreover it implies a contemplation of such resources as labour (human capital) and capital and to combining these factors of production in such a way as to facilitate the effective attainment of the organisation's goals.

In terms of this study, it can be argued that the DHA made efforts to interact with the environment through the maximised utilisation of the mobile unit resources. The aim was to produce the commodity of enabling documents to the public. Adaptation refers mainly to the capability of a society to interact with the environment in terms of gathering resources and producing commodities. Parsons (1967) regards the capability to set future goals and make decisions accordingly a depiction of the goal-attainment functional prerequisite of a society. Likewise, the DHA set the goal of turning the department around and then decided on the procedures to be followed and the time frames to realise the set goals. This was detailed in the Turnaround Strategy.

2.2.2.2 Goal attainment

The G in Parson's AGIL model stands for goal attainment. It implies the need of the social system to mobilise its actions, resources and functions in such a way that it attains system goals. It also refers to the social system's ability to establish priorities in its goals. The operative mechanism in goal attainment is decision making as it concerns matters of policy, power and the implementation of social decisions (Wallace & Wolf 1980). Each social system is associated with certain purposes or goals. The goals of the system must be defined, the means of achieving them laid out and ultimately the goals must be achieved. The aspect of polity within the social system is important for the setting and altering of societal goals as well as for the mobilisation of actors and resources to that end (Ritzer 1992. 246). The state bureaucracy business and non-profit organisations are all crucial in the implementation and achievement of goals. For instance, the DHA has mobilised

actors in the form of personnel and resources like mobile units with the purpose of achieving the goals of service delivery.

The policy decisions at play here are those that directly commit the organisation as a whole to its primary functions. Parsons (1967) notes that policy decisions commit the organisation to carry out their implications and thus ties not only to the distribution of resources within the organisation, but also to the internal delegation of authority. This implies that goal attainment relates to the allocative decisions about personnel, financial and physical facilities. Parsons (1956) regards the capability of any social system to set future goals and make decisions accordingly, as an example of how goal attainment is a functional prerequisite of society. Likewise, the DHA set the goal of turning the department around and then decided on the procedures to be followed and the time frames to realise the set goals.

2.2.2.3 Integration

Integration, the I in the AGIL model, refers to the functional need to coordinate, adjust, and regulate relationships between the social actors or different units in the social system so that the system keeps on functioning (Wallace & Wolf 1980). It refers to institutional patterns that link the structure of the organisation with the structure of the society as a whole. Integration is thus concerned with the compatibility of the institutional order under which the organisation operates with other organisations and social units, the social actors inside the organisation and inter-organisational integration.

Integration is the means by which social relations and interrelations among units or groups are regulated. Wallace and Wolf (1980: 39-40) refer to Parsons' interpretation of integration as the *"need to coordinate, adjust and regulate relationships among various actors or units within the system"* in order to keep the system functioning. In the process of the various social functions strain, tensions and conflicts may emerge. This results from both the manner in which individuals relate to one another and the execution of the different tasks and roles required by the system. However, the integration aspect of the AGIL model ensures the availability of means to manage the said tensions, diffuse and resolve conflicts and orderly carrying of activities.

The integration functional prerequisite as stated in the AGIL model demands the inculcation of solid, consistent values that will eventually harmonise a society. The values should be characterised by the use of a common language and be at a basic level. The South African government created *Batho Pele* principles in an effort to harmonise integrated service delivery to the public. The DHA used the mobile units as a generalised medium of interchange to meet the demands of integration. With this medium, the DHA has emphasised the values of ensuring that all citizens have access to services. As an integration effort, this research has attempted to ensure consistency and sustainability of the mobile units' intervention. Similarly, the researcher in this study believes the empowerment of mobile personnel with proposed M & E practices in the operation of mobile units can reduce the strain and tensions exerted on the service. Actors will be able to monitor the impact of the service and evaluate the appropriateness of their actions at the subsequent service point or interval. This will count towards conflict management. Cuff, Sharrock and Francis (1990) contend that during great strain, social control, formal and informal sanctions or discipline may be necessary to enforce order.

2.2.2.4 Latency

The system need of (L) or latent pattern maintenance-tension management holds a two-fold function. Firstly it refers to the function need of motivating social actors to play their parts in the pattern maintenance of the organisation. This is closely related to the organisation's value system. An organisation's value system derives from its interpretation of those societal commitments it must honour in order for its functioning to be legitimised. Such an organisational value system is a subsystem of higher-order societal value systems as an organisation is a subsystem of the larger social system. Thus the value system of the organisation must imply basic acceptance of the more generalised values of society. Secondly latent pattern management refers to the need to provide mechanisms for tension management (Wallace & Wolf 1980).

Parsons (1967: 261) refers to latency as the cultural motivational system. This motivational system is called latent as it may not always be as apparent as the other

three functions. Parsons (1967) believes all forms of institutionalisation involve common moral and other values. Obligations as a collectivity are an aspect of every institutionalised role. These obligations may be latent in certain contexts of orientation-choice (Parsons 1951: 99).

Ritzer (1992:242) contends that organisations that “*furnish, maintain and renew both individuals’ motivation and cultural patterns*” perform latent functions. In the society as a social system, the family, kinship and other forms of personal relationships are viewed as the major institutions concerned with the latent function. At such a macro level of societal analysis, schools and other educational institutions are examples of latent functionaries. However, according to Parsons, the AGIL functions exist at all levels of society and within each social system. Therefore the researcher deems it appropriate to apply the fourth functional pre-requisite to her analysis of the mobile units’ project of the DHA as a social system.

Parsons (1967) argues that the fourth function of latency challenges society to maintain the integrative elements demanded by equilibrium. Part of this fourth need is to ensure a common belief system that guides actions and decisions in accordance with the values and norms of the organisation as a subsystem in society. This in turn demands an educational system as a conduit to pass on the beliefs and skills acquired by the social system.

The AGIL model further classifies the four functional prerequisites of society into short interval external problems and long interval internal problems. The use of natural resources, making decisions to achieve goals and decision to achieve service delivery goals through the use of mobile units are all external problems. These are short interval as decisions have to be taken, managed and done. Keeping the community integrated and maintaining common values and practices is an internal problem. The sustaining of mobile units by the DHA can be described as an internal long interval problem that requires a legendary skills base. One of the objectives of this formative research has recognised the skills need by considering the empowerment of line managers in skills that will contribute to the sustainability of mobile units, which is the ultimatum of the study.

2.2.3 Contrasting perspectives on and critique of the AGIL model

The AGIL model has proven its persistence and relevance even in modern social systems. This was evidenced by the presentation of a paper at the *DRUID Summer Conference in 2003 at Copenhagen* (Mariussen 2003). The paper suggested a strategy to develop innovation systems theory by taking insights from the general systems theory of sociology. The paper further argued that innovation social systems theorising could be revitalised through, among various options, taking into consideration the findings of emerging new theories of micro level action. Similarly, this research has investigated the micro level action of accessibility to the DHA's services.

The DHA clients and personnel are an example of the plurality of individual actors interacting in a situation of physical constraint to accessibility of the DHA services. On the other angle, the DHA personnel reflect actors who are motivated to optimise the utilisation of mobile units as a way of yielding stakeholder satisfaction and gratification. One of the objectives of this research has been to brand the mobile units as extensions of the DHA to the public. This has mediated the client and personnel relation and structured the culture of ensuring presence of the units as a generalised symbolic media of interchange at predictable times.

The AGIL model has faced critique and accompanying defence. One problem pointed out is the abstract nature of the four functional prerequisites that renders it difficult to be used constructively in any significant empirical research. As Wallace and Wolf (1980:37) suggest: *"Because the four functions are not necessarily clearly separable and institutions do not necessarily fit neatly into one "box", the scheme in itself cannot be used to predict what institutions a society will develop or what functions a given institution will fulfil. Rather, it serves as a way of classifying institutions after the event."* Researchers who use AGIL have defended this critique by identifying situations where social systems have failed to function precisely because they have neglected one or more of the functional prerequisites.

The researcher thus used the AGIL model retrospectively and believes that neglect by decision-makers in South Africa to apply the notions of the AGIL model in political

and economic operations has led to infrastructural discrepancies. This can be implicated in the accessibility constraints to the DHA's services.

Another criticism level at the AGIL model is that it is static and lacks flexibility to meet the criteria for social change. These critics argue that Parsons' theory has failed to consider historical change. Zom, Page and Cheney (2000) for example, assert that change is a regular part of organisational functioning. It should be borne in mind that social equilibrium is a central theme in Parson's theory. However, Parsons (1951), in *The Social System*, addresses social change and states clearly that he deals with changes within social systems. As suggested by Wallace and Wolf (1980:49): *"Parsons feels that the process of evolutionary change involves the enhancement of societies' adaptive capacities – their ability to attain a wide variety of goals, despite environmental difficulties."*

Smikun (2000) adds to this that even if the *"imputation of ad hoc social functions to all given social structures"* can be deemed as theoretically unsound, it does not mean that that functional analysis of social structures in terms of their functional prerequisites should be abandoned. Smikun (2000) argues that by *"recognizing the reality of moral functional imperatives as responsible for structural change we obtain a specifically social science having its own method different from the methods of the natural sciences."* Smikun (2000) thus regards AGIL as moral imperatives in a functioning social system and declares: *"societies are sustained by timeless moral imperatives, not by immutable social institutions. Macro social functioning in this sense can and should be studied with a view of discovering social structural constraints and finding better substitutes for them."*

This leads the researcher to argue that Parsons' AGIL model cannot neglect historical change as the model relates to organisational or structural functioning. Similarly, Mariussen (2003) affirms that the process of social evolution does link facts and generalisations.

Critics have also argued that the AGIL model differentiates the functioning of society into specialisations. The researcher believes specialising has its advantages as each aspect of a given phenomenon can receive the maximum deserving attention. All

social systems in the past, the present and the future, need to adapt, attain goals, integrate and maintain a pattern that will ensure survival and security. Similarly, the functional prerequisites of AGIL can be pursued individually while deliberately moving and combining their different levels. The phased implementation of the turnaround process at the DHA bears evidence of the benefits of combining specialised areas of functioning.

2.3 THE TURNAROUND STRATEGY: PRACTICAL EMULATION THROUGH STAKEHOLDER INTERVENTION

In 1994, the then Minister of Home Affairs appointed a team of consultants, AT Kearny and FeverTree, whose task was to work in collaboration with the management and staff of the Department to fulfil the mandates of the Turnaround Strategy. The primary purpose of the collaboration was to ensure the first-hand transfer of skills by the consultants to officials in the DHA. The intention was to ensure the sustainability of intervention benefits even after the consultants' role had ceased. The team was approved by Cabinet and Parliament. In the evolution of the Turnaround Strategy, a number of projects were identified. This was done collaboratively by the Director-General, the consultants and project management teams (South Africa: Department of Home Affairs 2003).

The DHA then decided on an intense procedure in an attempt to get affirmation of the broader South African state into the Turnaround Strategy. The Turnaround Strategy was aimed at reviving the functioning and enhancing the impact of the Department to its initial mandate. The essence of the strategy assessed services rendered by the DHA and weighed them against service delivery imperatives of other state departments in South Africa. The concepts were then presented before Cabinet and Parliament. The monitoring of the basic points of departure for the Turnaround Strategy was left to the custody of the Support Intervention Team (SIT), which was comprised of the Ministers of Home Affairs, Finance and Public Service and Administration (South Africa: Department of Home Affairs 2003).

In May 2003, the DHA appointed a new Director-General. This action afforded the Department a unique opportunity to take stock of the challenges facing the DHA.

Part of the orientation of the Director-General encompassed visits to the DHA's offices both locally and internationally (South Africa: Department of Home Affairs 2003). Intense analysis following from these consultations identified issues requiring urgent attention in the improvement of the DHA's service delivery plan. These were labelled 'quick-wins' and were planned to be attained within an estimated duration of six months. The optimised use of the mobile units was one of the 'quick-wins'. Complete transformation of the DHA was estimated to be completed within two to three years.

The challenges as identified by the new Director-General in 2003 helped with the application of the Turnaround Strategy which was devised in 1994. The DG had to first identify the challenges for which he was appointed to resolve and thereafter familiarise himself with the contents of the Turnaround Strategy already devised in 1994. The DG was also tasked to introduce practical ways of engaging the DHA's top and senior management, project team and consultants in applying the already endorsed Turnaround Strategy.

2.3.1 The DHA's strategic objectives

For the DHA to achieve the goals of the Turnaround Strategy, a plan that specifies measurable objectives and performance targets must be devised. This is known as the Annual Performance Plan (APP). Strategic objectives are necessary to guide the APP. New policy developments and changes in environmental circumstances must also be detailed in the strategic plan. A project to optimise the utilisation of mobile units to improve accessibility to rural communities is an example of an environmental circumstance. Implementation of the plans is further informed by the budget (South Africa: Department of Home Affairs 2007).

The DHA has formulated six strategic objectives which serve as pillars of reference through which it monitors and evaluates compliance with its own vision and mission and the impact of its delivery of services to clients. For purposes of this research, only three strategic objectives have been visited. Briefly, the three objectives are firstly, to provide sound services to citizens and legitimate residents. The next strategic objective is to manage migration properly in terms of international treaties

and the Constitution's Bill of Rights (South Africa: Department of Home Affairs 2003). The strengthening of regional and international economic cooperation is a third consideration that forms a backdrop to the selected strategic objectives. Examples of the latter strategic objective include the signing of bi-lateral agreements with neighbouring states and South Africa's participation in international economic development forums.

The service delivery legislative framework as presented in the *Batho Pele* principles is crucial for the sustainability of improvement in the service delivery plans of public entities like the DHA. The emphasis in *Batho Pele* ensures collaborative benefit for policy-makers when they formulate strategic objectives. Implementers and service recipients also benefit during operational planning and appropriation of state services, respectively. The *Batho Pele* framework is aligned with the Constitutional ideals of the Republic of South Africa.

2.4 A CRITICAL ANALYSIS OF THE IMPLEMENTATION OF THE TURNAROUND STRATEGY AT THE DHA

Strategic planning helps determine the direction and scope of an organisation over the long-term (Johnson & Scholes 2001). The magnitude of resultant achievements has advantages for the organisation through configuration of resources within a challenging environment. The purpose is to meet the needs of markets and to fulfil stakeholder expectations (Johnson & Scholes 2001). The implementation of the Turnaround Strategy at the DHA was planned over two interrelated phases. The main reason behind the phased implementation was the need to first analyse the situation at the DHA, then redesign the structure of the organisation. The information drawn from this situational analysis was crucial to guide the second phase where deliberate action to execute the strategy in accordance with the analysis was practiced. However, AGIL model is based on the assumption that systematic analysis needs a classification of functional requirements and the arrangement of accompanying processes.

The first phase of the Turnaround Strategy focused on redesigning the entire organisational structure with the aim of creating an organisation that would address

customer satisfaction, improve communication channels between the DHA and its clientele, and fulfil stakeholder expectations. This phase envisioned significant changes in terms of leadership, capacity, costs, civic and immigration services and the central support functions of the DHA. Consequently, the design of the new DHA structure classified functional requirements of the DHA accordingly.

The second phase of the turnaround strategy encompassed the deliberate arrangement of processes that engineered allocation of the human resources responsible for practical delivery of the outputs required by the functional requirements of the new DHA organisational structure as identified in the first phase. Cousins and Earl (1995) contend that changes in the range of potential organisation's outputs do manifest in the members' responses to activities within the newly formulated structure. This confirms the functional interdependence of the organisational or social structure as purported by the AGIL model.

The Turnaround Strategy focused on declaring a revolution to the operating and technological systems of the DHA and addressing its terminal under-resourcing. (South Africa: Department of Home Affairs 2003). Under the circumstances, the Director-General (DG) of the DHA believed that the new DHA would be characterised by a cadre of caring and compassionate officials who operate with professionalism (Parliamentary Monitoring Group Report 2008). One objective of this research has been the empowerment of line managers, which could convert the DG's sentiments into practical reality.

The researcher is of the opinion that for an intervention to be successful, the individual leading the process must first believe that it will be successful. From his remarks during his welcome to the DHA, the DG had expressed belief that the collaborative, consensual and consultative process of the Turnaround Strategy would produce the desired end result of an efficient, effective, compassionate and caring DHA. Translated into the terms of the AGIL model:

- consultation ensured that all stakeholders adapted to the concepts of the turnaround strategy
- consensus meant that all participants aspired attaining certain goals

- collaborative engagement implied integration
- while an efficient and effective organisational culture reflected the latency functional prerequisite.

2.4.1 Basic points of departure for the Turnaround Strategy

According to the Parliamentary Monitoring Group Report of the time, the Auditor-General's disclaimer Report in 2004/5 confirmed that the DHA required drastic action to improve its functionality. The Ministers of Home Affairs, Finance and Public Service and Administration collaborated to galvanise a Support Intervention Team (SIT). The main objective of SIT was to inform the Department's Business Plan 2004/5 and the Strategic Plan for the next Medium Term Expenditure Funding (MTEF) period. Treasury committed to collaborating with the DHA to turn the DHA's resource allocation and deployment around, in the medium to long-term periods (South Africa: Department of Home Affairs 2003). This implied that the DHA then had to reprioritise its budget and intensify its lobbying to Treasury for funds.

The practical intervention by the SIT commenced in June 2006. The team conducted an in-depth analysis of the challenges facing the Department of the DHA. They then presented these to Parliament in 2007 in the form of a report accompanied by recommendations. One recommendation was that the Turnaround Strategy be applied by the DHA in two interrelated phases. The first phase was the analysis of the challenges of the Department. The second was the implementation of the recommended improvements. This report was accepted by the Committee of Ministers (South Africa: Department of Home Affairs 2003).

The Support Intervention Team's report pointed out that service delivery, internal control, financial management, leadership and management, human resource management, and information and communication technology were the main problems in the DHA (South Africa: Department of Home Affairs 2003). The activities and recommendations of the SIT affirmed the situational analysis conducted earlier when the idea of a Turnaround Strategy was introduced. The recommendations had also considered a historical analysis of the DHA. The plan was to improve communication processes and effect organisational change as stated in the

Weberian generalised symbolic media of interchange. The team then worked with the newly appointed Director-General who assumed duties in May 2007 to manage and oversee the implementation of the turnaround process.

2.5 THE ARTICULATION WITH OTHER STATE DEPARTMENTS THROUGH *BATHO PELE* PRINCIPLES

The DHA is obligated to protect South Africa's territorial integrity by deciding who may visit, sojourn and enjoy the benefits of the country's democracy and fast developing infant economy (South Africa: Department of Home Affairs 2003:6). The performance of other government agencies, for instance, Health, Education and Social Development, also relies heavily on the DHA for the enablement and enhancement of their own service delivery standards as required by the *Batho Pele* principles. This interdepartmental dependence reflects the structural functionalists' AGIL model.

A summary of the *Batho Pele* principles as presented by the Department of Public Service and Administration (DPSA) emphasises eight values regarding service delivery by all state departments. The principles were developed to serve as acceptable policy and legislative framework. The *Batho Pele* principles are aligned with the Constitutional ideals of the Republic of South Africa. This research has made reference to only four of the *Batho Pele* principles. The next chapter on methodology details the essence of all the principles.

Firstly, the principle of consultation reiterates the necessity of the various consultation methods by the service provider, the DHA in this instance. The intention is to ensure comprehensive and representative implementation of services to the clients. The researcher believes consultation can allow all stakeholders to adapt to the planned mobile units' activities while ensuring pursuance of the aimed goals. The consequent integration can also see the maintenance of a stable and sustainable pattern in the utilisation of mobile units.

Secondly, the *Batho Pele* principle of accessibility of state services to citizens also speaks to the sustainability of service delivery efforts, which is one baseline of this study. The response by the DHA to the recognition of beneficiary concerns in the

delivery of public services has been witnessed in the increased access to the DHA services through the optimised use of mobile units.

The ethos of *Batho Pele* calls for setting service standards through a benchmarking process for precise and measurable standards so as to make South Africa globally competitive. The views of stakeholders can be used as a benchmark resource for making decisions and taking action for the development of the M&E framework aspired by the researcher. However, the activities of monitoring and evaluation basically involve the measuring of action against set standards. This is fundamental to this research.

Batho Pele as a viewpoint emphasises openness and transparency and redress by way of encouraging public complaints, as an opportunity for improvement through letting the public know about the way government institutions operate. The knowledge gained from openness and transparency is valuable for empowering service providers and beneficiaries. The researcher has given cognisance to the empowerment of line managers in the process of developing an M&E tool for sustainability purposes.

2.6 THE MOBILE UNIT PROJECT

The Turnaround Strategy had identified optimised utilisation of the mobile units to increase the visibility and accessibility of the DHA as one 'quick-win'. This has been one attempt at fulfilling the DHA's obligations to the South African citizenry.

Social systems theorists contend that the impacts of internal sources of change should be felt through external tendencies which already exist in a section of the social system in question. Similarly, the DHA's internal Turnaround Strategy has shown impact through the external tendency of optimising utilisation of mobile units.

In 2008, the mobile units' project advanced to the formulation of a *Project Charter*. The charter was compiled and signed as an indication of the commitment by the project team members to ensure fulfilment of the demands of service delivery through the mobile units. An analysis by the project team revealed the value of the fleet in relation to both capital and operational costs. The total number of the mobile

trucks available at the time was one hundred and seventeen (117) (Kearney, FeverTree Consulting & Department of Home Affairs 2008a).

One objective of the mobile unit project was to target concentrated populations in a campaign style intervention. Another objective was to ensure that the presence of the DHA was established as routine and predictable in rural communities. This latter focus should not be construed as excluding urban and peri-urban communities as deserving beneficiaries (Kearney *et al* 2008a). Theoretically, contextually and empirically, emphasis on rural communities has been considered essential because of the historical discriminatory policies of South Africa which have embedded a gross lag in the appropriation of government and other services by rural communities. The contextual totality of the infrastructure in rural areas has limited or even eliminated the possibility for access to basic services like obtaining the necessary enabling documents provided by the DHA.

The feasible deadline dates for delivering on the project plan were estimated to be from the beginning of April to the last week of December 2008 with a subsequent implementation plan. The ultimate vision for the DHA was to execute a remarkable impact via the mobile unit project during 2008/9. By the time the researcher conducted her study, the Department had advertised for staff to fill the vacancies in the human resource requirements for the mobile units.

2.6.1 The progress of the mobile unit project

The researcher has used the March 2009 monthly reports and project statistical itineraries as the main sources of reference to capture the status of the project. The reports were received from the National Coordinator of the mobile unit project. The reports cover the availability which refers mainly to the number of mobile units available for use at a service point.

Functionality seeks to understand the number of mobile units that are in a usable condition. Utilisation informs about the scope of work covered by the deployed mobile units at various service points in time. Lastly is effectiveness which measures the impact of the mobile units since the inception of the project at a particular service point.

From the reports, the project team perceived maintenance and sustainability of the mobile services as the primary challenge. Despite the challenges which affect the project negatively, during the month of March 2009, the mobile units were available in nine provinces. They managed to visit up to 800 service points. Utilisation impacted on three main campaigns which dominated service delivery in this period. These were the invitation to Grade 12 learners to obtain identity documents, registration of customary marriages and the late registration of births for children.

The availability of mobile units was planned for utilisation at Ports of Entry during the Confederation Cup in 2009 and the World Cup in 2010. The objective was to maximise the processing of the anticipated influx of guests into South Africa (Kearney *et al* 2008b). Another benefit worth mentioning was the utilisation of the mobile units to process refugees' documents at temporary camp sites during the xenophobic attacks in various locations of South Africa during May 2008 (Ikhaya 2008).

Table 2.1 (below) shows the numbers of available and functional mobile units per province. The last column shows the average percentages in relation to availability and functionality of the mobile trucks. The utilisation summary reflects the variables from January 2008 to March 2009. Utilisation rates of the mobile units below full capacity (thus below 100%) were due to different challenges such as poor satellite connectivity, mechanical faults, expired licence disks or the theft of equipment.

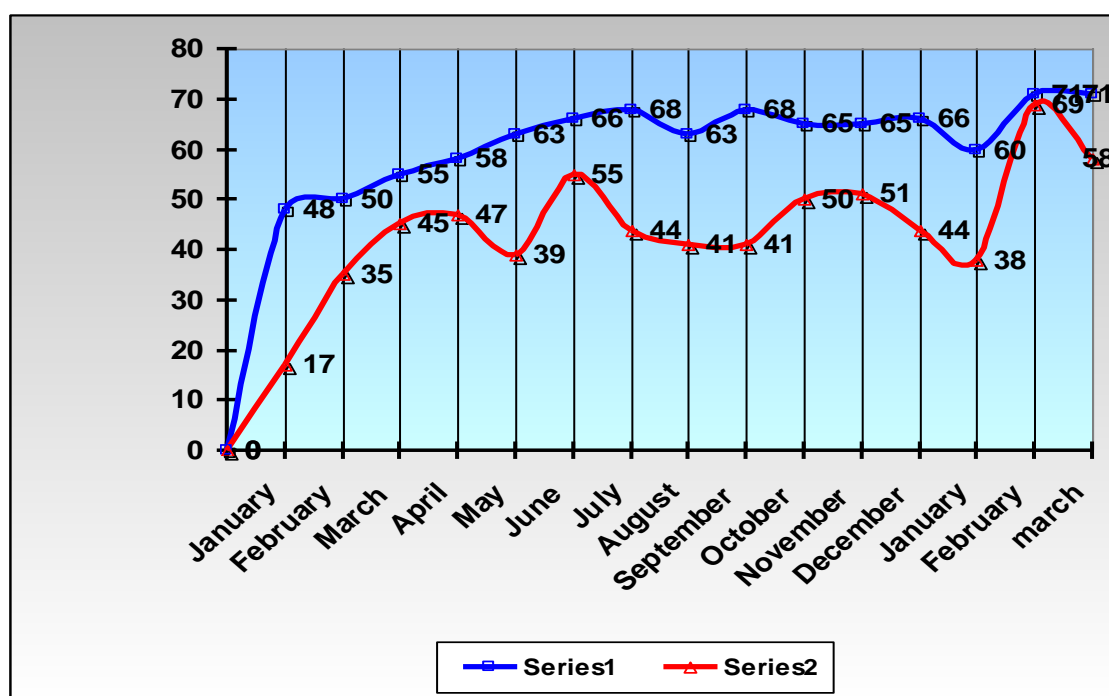
TABLE 2.1: THE NUMBERS OF AVAILABLE AND FUNCTIONAL MOBILE UNITS PER PROVINCE

PROVINCE	Number	Functional	%
Western Cape	12	11	92
Free State	11	10	91
Mpumalanga	12	9	75
North West	11	8	73
Gauteng	10	7	70

Northern Cape	12	8	67
Kwa-Zulu Natal	16	10	63
Limpopo	16	10	63
Eastern Cape	17	10	59
TOTAL	117	83	71

Source: (The MU Project report – unpublished findings)

Figure 2.2 (below) is a schematic representation of the MU project report from the itinerary of January 2008 to March 2009. The report stated that the absence of a proper maintenance plan to ensure continuance of the services provided through the mobiles was a huge problem. The M&E framework the researcher aspires to develop can potentially initiate a maintenance plan that will minimise MU operational problems. Figure 2.2 shows a discrepancy in functionality and utilisation of mobile units. However, in all the months depicted, the functionality out-performed the utilisation despite the reported problems with maintenance. The researcher believes that the various campaigns that were launched over the different months can partly bear accountability to fluctuations in utilisation as the public's awareness piqued and waned.



— Functionality
— Utilisation

FIGURE 2.2: MOBILE UNIT OPTIMISATION SUMMARY

2.7 INTEGRATING MOBILE UNITS INTO LINE FUNCTIONS

The DHA has initiated a central management unit and operational model as preparation for the full operation and accountability of mobile units. Between the months of February and March 2009, the unit recruited, trained and deployed mobile unit operators to various rural locations around South Africa. Each truck has been placed under the official guardianship of the operator who also functions as an office manager. MU personnel refer to mobile units as ‘offices on wheels’. Since July 2009, a directorate dedicated to the administration and operation of the mobile units has been integrated into the normal functions under the civic services business unit at the DHA. The directorate is headed by a Director who works mainly with operators and office managers country-wide. The latter are responsible for full supervision of the mobile resources and operations.

Thus far, the mobile units system has managed to enhance the DHA’s primary contact with their clientele at points most convenient for them (clients). One can argue that the objectives of a campaign style intervention for ensuring the presence

of the DHA as routine and predictable in rural communities has been achieved. This is what the Project Charter had pledged. In December 2009, the Minister of Home Affairs launched a massive country-wide campaign for the late registration of birth (LRB) and the application of enabling documents to all rural communities who had missed the March 2009 campaign or have never had the opportunity to do so due to accessibility constraints. The mobile unit team is the delegated service provider in this instance. Envisaged completion of the LRB campaign was set for December 2010.

Integrating mobile units as a fully-fledged directorate has fulfilled the *Batho Pele* principles' requirement of increased access to public services. Research conducted on this intervention has pursued a consultation strategy aimed at shaping improved implementation of the DHA' service delivery plan. The mobile unit fleet is expected to perform to the extent that service delivery standards and expectations are not compromised. This implies that the mobile units should clearly signify the extension of the DHA offices. Post-December 2009, the envisioned technological revolution to the Department's infrastructure has seen the mobile units operate within the same information services environment through satellite connectivity (Kearney *et al* 2008a).

2.8 STAKEHOLDER COLLABORATION AND EMPOWERMENT

Cousins and Earl (1995) contend that the establishment of collaborative culture is the key to successful managerial and organisational governance processes. They argue that in a stakeholder-based model, the researcher is the principal investor who lobbies for support for the initiatives in question. The researcher therefore engaged in a formative evaluation of the preparation and implementation of operations and management systems for the mobile units. The researcher chose the participatory action research as an approach to ensure that all the key role players took part in the formative evaluation. The underlying objective was to develop a comprehensive monitoring and evaluation framework in conjunction with the stakeholders. This has implied the acquisition of M&E skills prior to project closure, with a legendary benefit for the sustainability of the MU business at the DHA.

Zimmerman (2000) shares Miller and Campbell's contention (2006) that empowering processes provide opportunities for individuals to work with others and to learn decision-making and resource management skills. At an organisational level, such skills manifest in responsible leadership that adheres to democratic processes which, in return, allow for the formation of evaluation teams. Under the circumstances, members of an organisation collaborate to discuss findings, their implications and effective ways to pursue planned changes. Change eventually becomes a regular part of organisational functioning and organisations find themselves developing standard operating procedures to handle the changes (Zom, Page & Cheney 2000).

The collaborative culture among stakeholders at the DHA has impacted on managerial and organisational governance processes which have seen the Turnaround Strategy being successfully implemented in the two planned phases. The encompassed empowerment evaluation processes have provided opportunities for individual business units to work together toward decision-making and resource management for the common benefit of the entire Department and the South African nation. The new organisational structure of the DHA resulted in the personnel being deployed in areas unfamiliar to their previous engagements but most relevant to their capabilities. The two phases of the Turnaround Strategy had standardised operational procedures to simplify adaptation of all stakeholders.

2.8.1 Line managers as key stakeholders

Du Gay, Salaman and Rees (1996) conceive the manager as a particular category of person who is an active agent in changes during organisational reform. These authors emphasise that contemporary managers should possess qualities and competences that will make them cope with contemporary managerial tasks. Possession of these attributes can serve as a mediation mechanism between the organisational structure, the individual manager and the encompassing operations (Du Gay *et al* 1996). Similarly with the DHA turning around, the researcher deemed the empowerment of line managers in M&E skills necessary to help them adopt certain habits. It has been envisaged that this would enhance coping with the changes and the resultant service delivery demands of operating mobile units.

Attempts to empower managers should involve the production of a particular kind of knowledge, representation and the institutionalising thereof. In the process, social practices and cultural technologies should be shaped (Du Gay *et al* 1996). Empowering line managers in M&E skills and techniques necessary to meet service delivery demands in general and the challenges of mobile units in particular, should minimise challenges as evidenced in the project report and itinerary. The researcher viewed the inception of the Turnaround Strategy as an opportunity to advocate for an M&E tool with the aspiration of partly bridging the skills and technique discrepancies.

The researcher believes line managers have a major role to play in the reformed organisational landscape of the DHA. The success of the restructured organisation depends upon the predispositions and capacities of managers (Du Gay *et al* 1996). Likewise, the predisposition to M&E skills can capacitate line managers and enhance the sustainability of mobile units. However, empowerment strategies should inculcate a culture of 'responsibility for own organisation' among line managers. In addition, empowerment results should reflect in improved individual competence and organisational performance. In the essence of this research, line managers should acquire habits and capabilities that will enhance the autonomous managerial accountability while ensuring the sustainability of the mobile units (Du Gay *et al* 1996).

2.9 WAYS OF MAKING THE MOBILE UNIT PROJECT SUSTAINABLE

The Turnaround Strategy involved an in-depth analysis of situations in all the areas of business within the DHA. In the process, the Department had to strengthen and to improve managerial performance with regard to maintaining the quality of the envisaged developments, mobile units included (South Africa: Department of Home Affairs 2003). Key metrics have been identified as a tool for monitoring and evaluating the impact of the mobile units' intervention. The essence of the metrics has measured the actual achieved against the ideal achievable benefits of the turnaround. Reaching to communities in the most remote areas of the country and documenting the majority who have never had an opportunity previously has been achieved. The ideal achievable is transcending campaign style approaches and

ensuring obtaining enabling documents becomes a norm through the sustainability of the mobile units.

The researcher, in the investigation of the sustainability efforts of the mobile units at the DHA, has employed formative evaluation. This form of evaluation is conducted during the project process so as to keep improving the strategy in the development of an organisation. Table 2.1 in this chapter shows the numbers of available and functional mobile units at the DHA. The March 2009 provincial monthly reports and project statistical itineraries reflect the average percentages in relation to the availability and functionality of the mobile trucks. The utilisation summary reflects the challenges as monitoring and evaluation variables, with the hope of enhancing sustainability.

Some organisational cultures are more resistant to change than others. Furthermore, organisational changes have an impact on the organisation's culture. The Turnaround Strategy at the DHA changed the way that business had been conducted. This has, in turn, impacted on the organisational culture. Changes in organisational culture should encompass a corresponding effect at the infrastructural, socioeconomic, technological, political and social levels (Herndon & Kreps 1993). The changes at the DHA have shown a corresponding effect at these recommended levels.

During the first phase of the Turnaround Strategy, the entire organisational structure of the DHA was redesigned. The implication has been that while the situation at the DHA was critical, the level had not yet reached resistance to culture change. Deliberate actions performed to achieve the goals of the Turnaround Strategy did give direction and scope to the advantage of the organisation (<http://tutor2u.net/business/strategy/resources.htm>). The stakeholder incorporating approach of the strategy has had a beneficial consequence on the vision and culture of the DHA, both administratively and operationally (Herndon & Kreps 1993). The establishment of the MU directorate has been an administrative achievement while the accompanying improved quality of service delivery through the optimised use of mobile units has served as evidence of operational benefits to all stakeholders.

While the functional prerequisites of goal-attainment and integration have been achieved, the remaining challenge for the mobile units' section is to reach a level of adaptation that will secure latency and ensure sustainability. The researcher believes that influencing the budget and policy formulation related to decisions on mobile units can potentially complete the AGIL model in the functioning of the structure of the DHA. The researcher also envisages the establishment of a focused monitoring and evaluation unit for the benefit of mobile units and other business activities at the DHA.

2.10 EMPIRICAL EVIDENCE

For the intervention to be considered efficient, the MU project planning envisaged the achievements of the mobile units' intervention to be replicable across all nine provinces of South Africa. At a meeting on 4th June 2008, the Parliamentary Monitoring Group on the Transformation Programme raised the concern about the number of South African high school students without identity documents. According to the report of this Parliamentary Monitoring Group, at the abovementioned meeting, the DHA's Director-General responded by announcing the efforts made by the mobile units in reaching out to schools in a campaign style operation. In addition, these units rendered services of birth, marriage and death registration.

The extent to which the mobile units' intervention has achieved the specific set goals and produced the desired outputs has served as a measure of efficiency for the implementers and all stakeholders. With the 'quick-win' of mobile units, the Turnaround Strategy has met stakeholder expectations. The chief purpose of the mobile unit optimisation project was to meet local needs while enhancing accessibility. The improved quality of service delivery through the optimised use of mobile units to the DHA's service recipients bears evidence to the positive impact of the project.

Project targets and planned activities must be tracked as the project progresses. This implies that the information must be systematically collected and analysed. This is invaluable to good project management of which the outcome of the mobile units' project at the DHA has been an example. Such practice is termed monitoring.

Monitoring also helps the practitioner determine if the resources and capacity are sufficient, appropriate and well channelled. This activity relates more to action planning which is basically the task of MU supervisors at the DHA (Shapiro 2002).

Evaluation is another crucial exercise that compares the actual project impacts against strategic plans. This practice looks at what one has planned to do, has accomplished and how this has been done (Shapiro 2002). In the DHA, this happened when the Director-General acknowledged the challenges that were facing the department, shared his observations with the rest of the management staff and resolved to work to turn the situation around (South Africa: Department of Home Affairs 2003). However, the MU Director is now the primary role-player in the evaluation process of mobile units.

However, the researcher's ambition should correspond with current developments in the sustainability of quality service delivery in the public sector. The government, elected in 2009 in South Africa, has introduced a state department dedicated to the phenomenon of M&E to assess the quality of service delivery and ensure compliance with *Batho Pele* principles throughout the public service. The researcher conceives this as evidence of the significance and relevance of this research.

2.11 SEQUENCING AND COORDINATION OF M&E IN THE PUBLIC SECTOR

Evidence shows that public sector projects have succeeded although usually not immediately. Nevertheless, modest and appropriately selected entry points can lay the basis for prospective progress and success (Independent Evaluation Group of the World Bank 2007). Similarly, research needs to be designed in relation to policy issues and the existing structures and processes in participating institutions. Research itself can potentially serve to persuade the process of rational policy formulation. Likewise, the researcher designed this study in relation to the Turnaround Strategy issues at the DHA. The researcher further identified the need to understand the fundamentals of the mobile units' intervention so as to incorporate the monitoring and evaluation framework in an attempt to ensure the sustainability of this intervention way beyond the project stage.

The practice of research should be conducted to generate innovative thinking that will bridge the gaps between policy and action. The people who manage projects should integrate what everybody knows and translate it into action. Achieving this requires an understanding of the concerns and values of all participants. This sequence can help combine institutional best practice with reliable experience (Salmen & Kane 2006). Introduction of the M&E framework at the DHA befits this state of affairs. The researcher believes that, with the maturity of M&E, the DHA should receive client feedback as a form of benchmark. Once in place, the M&E tool will provide a clear guideline of procedures to remedy unsatisfactory situations.

2.12 ACCOUNTABILITY AS THE FOCUS OF MONITORING AND EVALUATION

Chelimsky and Patton (1997) have been noted in the *Canadian Evaluation Project in Support of Advocacy and Professionalism: October 2002* as arguing that appropriate goal-setting is essential for accountable actions in organisations. With the mobile units, the DHA aspires to peak accountability on the part of the Department's personnel, while depicting responsiveness to local needs (*MU Project Charter*). The tool of monitoring and evaluation (M&E) is a critical enabling device for adherence to the unique mission of enforcing accountability. M&E enable implementers to assess the quality and impact of their work against their own action plans and strategic plan. The MU project planning has been characterised by a clear overview, strategic and action elements (Shapiro 2002). This renders it crucial for MU personnel to acquire the M&E skills especially for the sustainability of the mobiles.

Innovations are crucially dependent upon systems of knowledge governance. The researcher concedes that the DHA can apply a system of knowledge governance around M&E skills by taking accountability through institutionalising the coordination of arrangements to capacitate its staff in the skills (Mariussen 2003). For good policies and good interventions to be sustainable, the environment of the institution must be functional and reflect good governance. Results in this regard have been proven better where arrangements are institutionalised to coordinate staff (Independent Evaluation Group of the World Bank 2007).

The Independent Evaluation Group of the World Bank (2007) maintains that capacitating innovations should integrate normal operations and deliberate processes and should consider the unique circumstances of an organisation. Similarly, functionalism asserts that while the norms and values are universal, the roles and collectivities are unique to systems or organisations. Roles are essentially a starting point of individual interaction within an environment of an interdependent system. The researcher believes while the DHA operates within a universalistic circumstance of the public service, the roles performed by the Department are unique and essentially define the interdependent interaction of the individuals within the DHA's environment. That partly accounts for the researcher's choice of participatory action research (PAR) approach (See chapter 3 for details).

2.13 ACCOUNTABLE STRATEGIC PLANNING AND BUDGETING

A comprehensive M&E framework should recognise the interdependence of the aspects of public financial management, civil service and administration (CSA), tax administration reform, anticorruption and transparency. The application of these practices on the part of decision-makers within the DHA should imply accountability and development as stipulated by PAR. Generally, public service reform (PSR) has the potential to contribute to the accountability of government to the citizens (Independent Evaluation Group of the World Bank 2007).

The Turnaround Strategy at the DHA has generally been based on a recognition of the need to empower and capacitate management. In particular, officials in the provinces had to function in a manner that is consistent with the service delivery plan of the DHA at national level. The DHA then presented its 2008/9 strategic plan and budget to the Parliamentary Committee on the Transformation Programme (South Africa: Department of Home Affairs 2003). The presentation was based on the practical realities as experienced in the process of carrying forward the ambitions of the Turnaround Strategy.

The implementation of the Turnaround Strategy evidently influenced modifications in the strategic planning and budgeting within the DHA for the next MTEF. The strategic objectives of the Department were increased from five to six so as to align

with turnaround imperatives. In addition, the content of the strategic objective was drastically revised. Despite the revision, the mission and vision of the DHA has remained serving the citizenry and managing immigration services. Lobbying efforts emphasised the adherence to the *Batho Pele* principles as demanded by the Public Finance Management Act (PFMA). The *Batho Pele* principles advocate ethical conduct, accountability, flexibility, professionalism and transparency. The Department specified the delivery time frame for turnaround imperatives as the next three years, within the requested budget and in line with the strategic plan (South Africa: Department of Home Affairs 2003).

2.14 FINANCING POLICY IN THE PUBLIC SECTOR

The Public Finance Management Act (PFMA) encourages the monitoring and evaluation of government resources utilised for the benefit of the public (Independent Evaluation Group of the World Bank 2007 & 2008). The goal of fulfilling stakeholders' expectations as set by the Turnaround Strategy Team of the DHA has been appropriate in as far as this policy (PFMA) demands. The goal of the DHA team has also been consistent with the public service reform (PSR) strategy which demands that any expected outcomes be pursued by application of the required outputs. The metrics of achieved and ideal achievable developed by the MU project have complied with the PSR.

As indicated earlier, the main objective in the successful implementation of the Turnaround Strategy was to inform the Department's Business Plan and the Strategic Plan for the subsequent Medium Term Expenditure Funding (MTEF) period. The eventual execution of the mobile units' project fell within the MTEF 2008/9 expenditure framework (South Africa: Department of Home Affairs 2003). The realignment of operational processes through the mobile units had to conform to the tax reform element of the MTEF. The allocated budget did recognise the interdependence of administrative, financial, operational and IT components at the DHA in an AGIL-like manner. This harmonised the turnaround process and was appreciated by stakeholders.

2.15 REFORMING A PUBLIC SERVICE INSTITUTION

The Public Service Reform (PSR) strategy has generally recognised that success in reform programs depends on a combination of support instruments which cannot be much appreciated in isolation. The strategy has also required of PSR practitioners to avoid making 'one size fits all' models (Independent Evaluation Group of the World Bank 2007 & 2008). Opinion is that practitioners should aim at ensuring that basic reforms are done first before embarking on more sophisticated reforms. For instance, in the first phase of their Turnaround Strategy, the DHA redesigned the positioning of the human resources and business units before implementing the sophisticated technological and financial resources aimed at improving service delivery. The process in the revitalisation of the operations of the mobile units by the DHA depicts an appreciation of 'the basics first' aspect of the PSR strategy.

According to lessons learned by the World Bank in the 1990s, 'neither good policies nor good investments are likely to emerge and be sustainable in an environment with dysfunctional institutions and poor governance' (Independent Evaluation Group of the World Bank 2007 & 2008). In the PSR World Bank report of August 2008, the Independent Evaluation Group (IEG) highlighted the importance of sound administration policies in effective and efficient operations delivered by public sector institutions. The IEG is an international body that focuses on PSR strategies. The IEG acknowledges the interlinked nature of public sector issues. As indicated in this study, the services provided by the Department of the DHA have a close, if not indispensable, link to service delivery by other public sector institutions.

In their PSR programmes, the IEG accumulated evidence from nineteen countries. Such evidence has proved that success in reform programs depends on a combination of support instruments and suggested that practitioners should avoid making 'one size fits all' models (Independent Evaluation Group of the World Bank 2007 & 2008). Evidence has revealed the advantages of the relationship between inter-organisational linkages and survival. Furthermore, although PSR programmes do not succeed immediately, the modest and selected entry points for project initiation can lay the basis for later progress and success. The researcher contends formative evaluation pursued in this research may not reflect immediate results.

However, the exercise can potentially lay the foundation for sustainability of MU project efforts.

2.16 THE SUBSTANCE OF MONITORING AND EVALUATION

Monitoring and evaluation provide an opportunity to learn from experience in order to improve the utilisation of resources. Monitoring has consensually been defined as the continuous assessment of progress achieved during programme implementation. The purpose is to track compliance with the plan and identify reasons for noncompliance. In the process, key performance indicators are considered. In instances of noncompliance, the necessary actions are taken to remedy the situation and improve performance. Monitoring is the responsibility of the management and operational staff (Shapiro 2002).

Evaluation, on the other hand, is much more intense. It looks into the completed project with reference to policy, program, design and results. Evaluation is a systematic and objective assessment. Its main aim is to determine the relevance of an intervention (Shapiro 2002). The researcher is of the view that during evaluation, achievements of the project objectives, their effectiveness, efficiency, impact and sustainability are placed under scrutiny. Evaluation may be either internally or externally led. The approach may either be formative or summative. Formative evaluation is normally intended to improve performance and is conducted during the project implementation phase. Summative evaluation is conducted at the end of a single program (Independent Evaluation Group of the World Bank 2007 & 2008).

The researcher in this study has opted for a formative participatory approach. This is a form of internal evaluation that intends to involve as many people with a direct stake in the work as possible. The outsider may only be invited as a facilitator. Among the advantages of internal evaluation are that the evaluators are familiar with the work, it is a clear management tool that is less threatening and is cost-effective. However, proponents of policy evaluation do concede that internal evaluation may limit learning but creates some necessary form of stability (Salmen & Kane 2006). A reforming organisation like the DHA clearly needs this.

2.17 CONCLUSION

Learning should be the main reason why a project or organisation monitors and evaluates its work. It is part of a cycle of action reflection. Furthermore, Mariussen (2003) notes that interactive learning enables innovation. Situations and the needs of project beneficiaries change. This demands reconsideration and revision of strategies. Hence the DHA revised its strategic objectives. Constant action and reflection helps to identify weaknesses and strengths. This mode, in turn, invokes appropriate responses.

CHAPTER 3: METHODOLOGY

3.1 INTRODUCTION

The need for this study arose from the enhanced deployment of mobile units in the processing of information from the public and the production of enabling documents like birth, marriage and death certificates, passports and identity documents. In the process, the Turnaround Strategy in the DHA has influenced systematic changes in the organisational culture, systems and functions of the Department. Formative research has been conducted to enhance and refine the transformed workplace environment at the DHA.

This chapter describes the methodology of the study. Attention is given to the choice of an appropriate research design, the data gathering instrument, data collection techniques and the purposive sampling of research participants. Data analysis strategies, data interpretation and ethical issues are discussed. In doing so, the researcher comments on the need for formative evaluation through participation action research (PAR). Great similarities between the *Batho Pele* principles and participatory research orientation have been identified. A reflexive critique of the researcher's role in the research and organisational uniqueness of the DHA while applying PAR, are scrutinised. The chapter concludes with a consideration of the participation of stakeholders and beneficiaries of the DHA services as far as the use of mobile units is concerned.

3.2 THE METHODOLOGICAL ORIENTATION OF THIS STUDY: PRINCIPLES AND REASONS

This study attempted to incorporate principles of participatory action research (PAR) into a formative evaluation of a workplace strategy. The aspiration with the PAR orientation was the emulation of Du Plooy's (2002) assertion of a research strategy in processing and producing information. This has been reconciled with sustainability efforts for the DHA mobile units. In this regard, the researcher opted for a semi-structured questionnaire applied as a rapid assessment to generate data. The open-ended nature of questions in the semi-structured questionnaire enabled free responses from interviewees. Respondents were encouraged to write down their

considered responses on the questionnaire in their own time. Respondents in remote areas were interviewed telephonically using the same questionnaire.

According to Salmen and Kane (2006) PAR can be practiced at various levels. The researcher has opted for the inclusion of characteristics of beneficiary assessment (BA) and the policy learning assessment (PLA) into her study design as these are relevant to the achievement of the set objectives of this study.

BA has been designed to bring the nature of the lived reality of beneficiaries to the attention of the authorities. It incorporates both qualitative and quantitative research orientations and has been proven to be a relatively inexpensive research strategy (Salmen & Kane 2006:10-11). The data in this study was gathered by means of a semi-structured questionnaire which encouraged the respondents to answer in their own words (that is there were no fixed answer categories) and to give as many responses to one question item as they wished to. This enabled the researcher to - despite the semi-structured nature of the data-generating process - still capture some of the lived realities of the respondents.

PLA as a strategy embraces the notion of empowerment. PLA as a research strategy has been seen to enable decision-making on actions and programme implementation (Salmen & Kane 2006). PLA aligns with another objective of this study, namely the empowerment of line managers in monitoring and evaluation (M&E) skills. Therefore, the researcher used the data generated, analysed and assessed in this study to contribute to the development of an M&E tool, particularly with regard to the functioning of mobile units. Moreover, participation of staff members was encouraged in commenting on the data-generating tool, the coding of responses and the analysis of the data. The study, its major findings and recommendations forms the basis of further consultative processes to follow.

Generally, PAR integrates normal operations and deliberative interventions in a monitoring and evaluation approach (Cousins & Earl 1995). The Turnaround Strategy at the DHA has been geared towards incorporating the normal operations and the deliberative interventions brought about by the organisational changes, particularly to the mobile units. The researcher contends that satisfactory

management of circumstances and dynamics during organisational change, like the turning around of the DHA, is crucial if long-term sustainability is to be achieved (Cousins & Earl 1995).

Conducting a formative evaluation by PAR methods may depict a variety of approaches, including beneficiary assessment (BA) or even policy learning assessment (PLA) (Salmen & Kane 2006). BA aims to obtain the beneficiaries' perspective of the investigated phenomenon. PLA, on the other hand, aspires to assess the possible policy introduction or evaluation around the circumstances of the phenomenon. Formative evaluation of mobile units at the DHA adopted both BA and PLA. This has been witnessed by the researcher's effort to collaborate with stakeholders in developing a monitoring and evaluation framework. The framework was aimed at providing a possible guideline to ensure the sustainability of the mobile units' intervention, while addressing the concerns of beneficiaries.

3.2.1 An overview of *Batho Pele* principles and participatory action research

Reason and Bradbury (2008) argue that any scientific inquiry made on the level of human encounter involves the investigator in an interpersonal exchange. They acknowledge that if there is common trust, the encounter will occur for the benefit of people involved and render the research activity valid. The researcher contends that PAR is such a scientific inquiry. The researcher further believes that in the Republic of South Africa, the *Batho Pele* principles reflect the importance of participatory action, if organisational change has to be appreciated. The researcher found remarkable similarities between *Batho Pele* principles and the tenets of participatory action research.

The *Batho Pele* principles were developed by the South African government to serve as acceptable policy and legislative framework regarding service delivery in the public service (South Africa: Public Service Commission 2006). The principles involve an element of common trust between the public servants and the communities to whom services are rendered. The researcher regards the *Batho Pele* principles as the 'how' of service delivery. As a public service department, the DHA is obliged to exercise its activities in accordance with *Batho Pele* principles.

The researcher concedes that PAR in the public sector should incorporate elements of the *Batho Pele* principles. Interpersonal exchange as identified by Reason and Bradbury (2008) is integral to *Batho Pele*, since a healthy interpersonal business relationship between public servants and the public is basic to practicing the principles. For maximum benefit of this research, application of the *Batho Pele* principles has been synchronised with participatory approaches in the management of changes that have been brought about by the Turnaround Strategy in the maximisation of the mobile units' intervention at the DHA. The researcher views the BA with its lived reality nature, and PLA with its empowerment characteristics as crucial in maximising the benefits of this research.

3.2.2 Similarities between *Batho Pele* principles and PAR

Batho Pele principles advocate the recognition of beneficiary concerns in the delivery of public services. The response by the DHA to the concerns of beneficiaries regarding access to services by the maximised utilisation of mobile units bears testimony to this (Kearney *et al* 2008a). Similarly, Salmen and Kane's (2006) PAR study notes managers' realisation that the social concerns of beneficiaries matter and that there is a need to generate information from multiple perspectives. For Salmen and Kane (2006), PAR is appropriate when a community or organisation is affected by an issue or proposed change. The researcher's engagement in PAR methodology drew multiple perspectives as both the public and the DHA were affected by the accessibility issue with regard to service delivery concerns of the Department.

The principles of *Batho Pele* advocate consultation with individual users of services to ensure a comprehensive and representative approach to address concerns. Suggested methods of consultation include customer surveys, interviews, or even meetings with consumer representatives, aimed at enriching and shaping government policy. As proponents of PAR, Salmen and Kane (2006) have shared the sentiment of a two-way stakeholder and beneficiary consultation, characterised by a commitment to listen, conduct joint assessment, shared decision-making and collaboration. Similarly, the researcher has consulted with stakeholders in an attempt

to share an assessment in the development of an M&E framework for the sustainability of mobile units at DHA.

There is a strong link between the two *Batho Pele* principles of ensuring courtesy through consideration and respect and that of increasing access to government services. In this regard, the DHA extended courtesy to people living in remote rural areas of South Africa by intensifying the deployment of mobile units as a mechanism to increase access to services provided by the department to the public. Reason and Bradbury (2008) emphasise the need to practice participation action research such that it is sensitive to cultural differences and enhances an understanding of the challenges at hand. Hence the researcher has applied the PAR methodology to ensure conformity to sensitivity to the challenges of rural communities as portrayed by the DHA through the mobile units' intervention. Under the circumstances, PAR has enabled the potential for monitoring and evaluating the sustainability of the mobile units, in collaboration with stakeholders.

Batho Pele principles argue for setting service standards through benchmark for precise and measurable standards so as to make South Africa globally competitive. Salmen and Kane (2006:60) submit to the contention that improving national standards cannot be addressed at the community level. However, they argue that stakeholders can have valuable views on complex issues that must be dealt with at a level beyond the community. The researcher believes that the valuable views of stakeholders can be used as a benchmark resource for making decisions and taking action for the development of the M&E framework as suggested by the researcher.

The framework has similarly introduced the precise standards to measure the successes and challenges of sustaining mobile units at the DHA.

Chambliss and Schutt (2010) acknowledge that, over time, public programmes undergo changes and evolution. The researcher contends that benchmarking will ensure that the intervention keeps pace with the 'change and evolution' challenge, as one objective of the research was to find ways of making the efforts of the mobile units sustainable in terms of their goals over time. As emphasis to this argument, Reason and Bradbury (2008) offer examples of the successful implementation of

PAR approaches from a variety of disciplines and communities to achieve similar goals. In this regard, PAR from the disciplinary vantage points of political sciences, anthropology and educational theory applied in communities in Asia, Mexico and Tanzania, were able to generate evidence-based information for sustainable programme implementation (Reason & Bradbury 2008).

According to principles of *Batho Pele*, public service providers must provide information at service points using various formats, for instance, pamphlets, notice boards, word of mouth or electronic information. However evidence in Zambia has shown that the channelling of information through local groups and the simplification of application procedures can be economical and avoid unnecessary delays in service delivery (Reason & Bradbury 2008). It is envisaged that such practice will reduce unnecessary expenditure and save the beneficiaries unnecessary repeat visits to a service point due to lack of knowledge on the actual requirements.

Batho Pele principles view openness and transparency, and redress by way of encouraging public complaints, as an opportunity for improvement through letting the public know about the way government institutions operate. The South African public service has adopted the *Imbizos* as a PAR mechanism to facilitate openness and transparency that addresses communities, particularly rural, in masses to let them know how government operates, to provide information, to encourage public complaints, invite public opinion and to generally conform to the requirements of the *Batho Pele* principles. The community based leadership is the main avenue through which communities are reached during *Imbizos*.

In a PAR research conducted in India, Salmen and Kane (2006) note that people could speak knowledgeably about issues affecting their communities. Similarly the ethos of the *Batho Pele* principles implies that the public must make suggestions for the improvement of service delivery mechanisms. Another principle maintains that access to information and services should be increased by way of providing a framework for making decisions about service delivery aspects. Reason and Bradbury (2008) contend that participation research aims at yielding mutual development of knowledge and learning to understand people's problems. These

arguments have encouraged the researcher to engage the DHA's stakeholders in a PAR approach as a means of providing a framework for making decisions about an M&E tool for the sustainability of mobile units.

3.3 CHOOSING AN APPROPRIATE RESEARCH DESIGN

The choice of a research design for this research was based on the specific objectives of the study. The study objectives were firstly to set up and evaluate against the goal of optimising the mobile units in full participation with all relevant stakeholders. Secondly, the researcher set out to gather information and test ideas on utilising the mobile units such that they become identifiable extensions of the DHA's commitment to service excellence to the people of South Africa. Thirdly, the study aimed at setting up a monitoring and evaluation framework for the project in full participation with all relevant stakeholders. Finally, the researcher set out to identify, through personal interviews with key stakeholders, ways of making the efforts of the mobile units sustainable in terms of their goals over time.

Cousins and Earl (1995) concede that research tools should be context sensitive. The participatory action research design fitted the goals and circumstances for this formative evaluative study of the mobile units' project. The researcher chose a design that allowed for minimum consultation and information sharing while providing the most relevant information.

Salmen and Kane (2006) note that participation may not be the answer to everything and that despite the rhetoric, not all participatory approaches are participatory in practice. Proponents of PAR believe that the broad concept of participation needs to be narrowed down and focused through concentration on specific issues. In the case of the DHA, the appropriate research design focused on increasing the accessibility of the department's services through mobile units and then ensuring the sustainability of this intervention.

3.4 PURPOSIVE SAMPLING OF RESEARCH PARTICIPANTS AND RESEARCH SITE

For the purpose of this study, the researcher used a purposive sampling design to select respondents. According to Van der Meer and Edelenbos (2006), purposive sampling requires that certain elements relevant to the study be included. Research participants were selected on the basis of being DHA officials and involvement in the functioning of mobile units. The participants were involved in either the planning of the functions related to mobile units or directly providing services through mobile units to the public. Table 3.1 below provides details of respondents as identified by questionnaire number and offices or province of official located.

The interviewees were purposefully selected based on the impression data about the best and the worst performing provinces with regard to the operation of mobile units at the time. The data was collected between the 7th and 31st December 2009. Participants included selected senior managers familiar with the mobile units' project from the DHA's head office in Pretoria and in selected offices in six provinces as recommended by the then Acting Deputy Director-General (DDG) of Civic Services.

TABLE 3.1: RESPONDENTS IDENTITY AND THEIR LOCATION

Respondents	Business unit or Province
Questionnaire #001	Head Office HR
Questionnaire #002	Head Office HRD
Questionnaire #003	Limpopo
Questionnaire #004	Head Office Finance
Questionnaire #005	KZN
Questionnaire #006	Unspecified
Questionnaire #007	KZN

Questionnaire #008	Limpopo
Questionnaire #009	Gauteng
Questionnaire #010	Mpumalanga
Questionnaire #011	KZN
Questionnaire #012	Eastern Cape
Questionnaire #013	Free State
Questionnaire #014	Free State
Questionnaire #015	Free State
Questionnaire #016	Head Office
Questionnaire #017	Limpopo
Questionnaire #018	Mpumalanga
Questionnaire #019	Mpumalanga
Questionnaire #020	Mpumalanga
Questionnaire #021	Mpumalanga
Questionnaire #022	KZN
Questionnaire #023	KZN
Questionnaire #024	KZN
Questionnaire #025	KZN
Questionnaire #026	KZN
Questionnaire #027	KZN

Questionnaire #028	KZN
Questionnaire #029	KZN
Questionnaire #030	KZN
Questionnaire #031	KZN
Questionnaire #032	KZN
Questionnaire #033	KZN
Questionnaire #034	KZN
Questionnaire #035	KZN
Questionnaire #036	KZN
Questionnaire #037	KZN
Questionnaire #038	KZN
Total number of respondents = 38	

3.5 THE DATA-GATHERING INSTRUMENT

For the research to achieve the aspirations of the PAR methodology, the researcher developed a semi-structured questionnaire. A representative team of staff members of the DHA directly involved in the mobile unit project had direct say in the question items that were added to the questionnaire. The team that developed the instrument also tested it in mock interviews. When the final semi-structured questionnaire had been developed, interviews were conducted with officials in selected offices in six provinces as recommended by the then Acting DDG of Civic Services.

The instrument enabled the study to elicit a multiplicity of views. The semi-structured questionnaire consisted of ten main questions which generated data on the perceptions, opinions and suggestions of research participants about the mobile

units' intervention at the DHA. The planned sample was 60 questionnaires with 10 per province and one questionnaire per respondent, but only 38 were realised with 20 having responses from Kwa-Zulu Natal (KZN) who were hosting DHA Minister's meeting. Financial constraints resulted in the researcher reaching all targeted respondents in KZN where they were attending the meeting. The minimal delegation by other provinces reduced the researcher's exposure to 10 respondents per province as per original planning. However, the researcher ensured that all the provinces as recommended by Acting DDG Civic Services, participated in the research. The 38 respondents accounted for about 63.3% of the initially planned research participants. This was a satisfactory number as the mobile units were still a business unit under 'construction'.

The instrument was also meant to examine the medium-term changes in the quality of indicators in relation to the dynamics of the mobile units' project as per Chambliss and Schutt's (2010) concept of 'change and evolution' in intervention programmes.

Interviewees' perceptions of how realistic the goals of the intervention was, what the levels of involvement and accountability were in ensuring operations, if there was a strategy for the deployment of mobile units and whether the circumstances surrounding the deployment of mobile units were reactive or proactive, were interrogated. Research participants were also required to identify specific constraints, benefits and possible improvements in the utilisation of the mobile units. The researcher sourced opinions on monitoring measures to realise the goals, the skills needed to reach these goals, the branding of the units as extensions of the DHA and the need for an M&E tool to overcome challenges. Finally, research participants were asked if they regarded the mobile units' effort as sustainable and to stipulate the strengths, weaknesses, opportunities and threats of the intervention as they perceived them.

3.6 DATA COLLECTION TECHNIQUES

The researcher briefed the participants on the aims of the study and the conditions of voluntary participation without prejudice or exclusion from appropriation of findings after the research has been concluded. The researcher briefed the participants at the

DHA Minister's meeting held at the Durban International Conference Centre (DICC) in December 2009. Senior managers and a few other officials took the semi-structured questionnaires and recorded responses privately in their offices in their own time. The researcher personally administered the remaining schedules to the rest of the participating officials at the DICC.

It is popular opinion that the very nature of PAR aims to elicit and present a multiplicity of views and critiques without undermining the uniqueness of an institution (Reason & Bradbury 2008). The open-endedness of the questionnaire ensured the recording of the idiosyncratic levels of information, like perceptions and opinions, during the data-gathering process (Du Plooy 2002) without undermining the uniqueness of respondents' personal perspectives. Participants' perceptions, opinions and suggestions on the sustainable operation of mobile units were recorded by hand on the semi-structured questionnaire.

3.7 DATA ANALYSIS AND INTERPRETATION

Fisher and Foreit (2002) suggest that the researcher's plan of analysis should detail which variables will be involved and why a particular technique has been selected to reach the study objectives. Furthermore, the purpose of data analysis is to provide answers to the research questions.

The researcher chose a semi-structured data collection tool so as to obtain a multiplicity of views. The underlying objective was to determine the pattern of responses to the questionnaire, how they relate to the mobile units' project in particular and the DHA in general.

The researcher checked each returned questionnaire and coded the responses. A coding list was developed. The final coding list was presented to the representative team of staff members of the DHA who commented on the questionnaire development. When the final coding list was approved by all the members, each questionnaire was coded by hand by the researcher. The coded data were entered into the computer and analysed using SPSS 17.0 (Norusis 2009).

3.8 ETHICAL CONSIDERATIONS

According to Chambliss and Schutt (2010:48), ethical principles are applied to protect research participants, maintain honesty and openness, achieve valid results and to encourage appropriate application of the research. Associations, boards, agencies and universities have been instrumental in regulating the application of ethical standards when research is to be undertaken (Chambliss & Schutt 2010:54).

The researcher ensured that all semi-structured questionnaires had a 'declaration of intention to participate' prefixed and signed by each research participant. This implied participants understood what the research was about and the implications of their involvement. De Vos *et al* in Shapiro (2002) emphasise the importance of gaining permission to enter the field that has been chosen for research. Permission to conduct the study was sought from the Research Committee of the DHA, who then referred the researcher to the then Acting DDG of Civic Services in the Department.

After obtaining permission to enter the field, the researcher assured the participants of confidentiality and anonymity and described to them the intended use of data. Drawing from Mouton (2004), Chambliss and Schutt (2010) present anonymity as the identity of the individual being kept secret and the principle of confidentiality as information gathered from the subjects not being shared with any person who is not part of the research community.

The Acting DDG of Civic Services hosted and monitored the entire research process. Appropriate institutional arrangements, sufficient budget, clear criteria, stakeholder participation and consultation were additional conditions to the ethical nature of practice during this research (Independent Evaluation Group of the World Bank 2007 & 2008).

3.9 FORMATIVE EVALUATION, RELIABILITY AND VALIDITY

Evidence has shown that formative evaluation helps the researcher to find out if an intervention is achieving its intended goals and objects in the formative stages of that intervention. Formative evaluation is conducted concurrently with the undertaken

research and helps the subject population obtain a deeper understanding of its own concepts of development or change (Reason & Bradbury 2008). The systematic combination of PAR methods and formative evaluation has enabled the researcher to unveil the DHA's personnel's own perspective of the entire mobile units' intervention.

Applying PAR methods is one technique of ensuring that a system is studied while concurrently collaborating with members of the very system in changing it (Herndon & Kreps 1993). The researcher contends that this enhances the validity and reliability of the research activity. In the process, the researcher has reconciled the research design, sampling processes, data collection, analysis and interpretation techniques in an attempt to enhance the validity of the research undertaken (Salmen & Kane 2006).

3.10 CONSIDERATION OF THE RESEARCHER'S ROLE

The researcher's experience of almost two decades in dealing with survey data has enhanced this research. The endorsement given by the DHA to the research ensured engagement of relevant stakeholders. These stakeholders participated in the research on a voluntary basis with confidentiality of their identities and anonymity of their responses guaranteed.

Reason and Bradbury (2008) note the plight of PAR researchers in dealing with problems and placing themselves as actors within the total research context. The researcher's established and known role at the DHA was appreciated by the Acting DDG Civic Services. He created an enabling environment for the research exercise. Firstly, the choice of the mobile units' project for research purposes followed the recommendation of this senior manager. Secondly, the Acting DDG ensured that the researcher was kept informed and was exposed to most of the activities and sites where the mobile units and the potential respondents were gathering, even though the researcher was not an employee of this section.

Chambliss and Schutt (2010) assert that PAR can be used to elucidate and understand internal programme dynamics. Nevertheless, the researcher needed a

practical solution to the problem of historical inefficiency in operating mobile units at the DHA. The researcher then applied PAR practices as have been viewed by Reason and Bradbury (2008) to be one of the initial solutions to the need for urgent practical solutions. This also embraced the interests of all stakeholders. The intention was to identify research problems together with stakeholders and conduct research mainly with internal stakeholders at the DHA. The principles were clearly stated. In the process, the scientific knowledge of the researcher and the practical knowledge of the research participants who provide services to the public complemented one another (Reason & Bradbury 2008).

Reason and Bradbury (2008) emphasise that knowledge should be integrated into the cultural context and be holistic and related to the community and its capabilities. This was discovered in Tanzania where artisan fishermen's knowledge, an integral part of their daily work, gained over many lifetimes, was ignored in fishing officers' technical training on the same shore. The researcher concedes to this challenge as the line managers within the DHA needed to be empowered in M&E skills. Evidence in the 2008 fishermen's study conducted by Reason and Bradbury in Tanzania has shown that training discovered through PAR is capable of uplifting the status of ordinary officials. Reason and Bradbury believe that PAR can be developed into participatory evaluation in monitoring work progress as an effort to integrate participation of the clients into evaluation.

3.11 CONCLUSION

The unique history and circumstances of an organisation do influence evaluation while changes in leadership influence programme dynamics (Herndon & Kreps 1993). It is important that evaluation should identify potential areas for future improvement and include the views of all stakeholders. Evaluation practitioners believe evaluation should ultimately assess the long-term impact and sustainability of a program.

Stakeholders and beneficiaries can participate in a variety of ways and at either a low or a high level depending on the stakeholder influence. Collaboration and empowerment are the modes of the researcher's preference in the maximisation of

mobile unit's usage at the DHA. This is because collaboration has an element of shared decision-making as required by PAR and the *Batho Pele* principles. Empowerment was one objective of this study.

According to Bovens, T'Hart and Kuipers (2005), evaluations are virtually the only moments when existing policy can be reassessed and historical dependencies broken. Evaluations provide for the *ex post* analysis of projects and policy performance. In this way, knowledge and understanding of a phenomenon, like the use of mobile trucks, gets based on consensually accepted ideals.

CHAPTER 4: FINDINGS

4.1 INTRODUCTION

This study has attempted to answer four objectives and five accompanying questions as elaborated in chapter 1 of this dissertation. The fifth question entailed a SWOT analysis of the sustainability of the mobile units' intervention at the DHA. Consequently, the study was conducted separately from regular management programs of the Turnaround Strategy within the DHA. This implies that the research was not one of the mandatory activities of the Turnaround Strategy.

The profile of the respondents and their responses are presented in this chapter. As a source of evidence, this chapter contains tables showing analysis of the questionnaire data. Responses have been grouped in relation to each research objective and question.

4.2 PROFILE OF RESEARCH PARTICIPANTS

DHA personnel were interviewed across a spectrum of ranks to ensure unbiased information. However, exposure and access to issues pertinent to the mobile units were considered. Such issues included human resources, finance, strategic management, coordination and the direct operation of the mobile units.

The role of the DDG Civic Services, as the host manager, was limited to recommending the Mobile Units Project as an item of interest for research, and to suggest the offices to be included as sites for the selection of the respondents. The respondents were recruited at the Minister's meeting held at the Durban International Conference Centre in December 2009. The meeting had national representation across various ranks.

The researcher conducted fieldwork at the Sisonke District Office as per the DDG Civic Services' directive. The office is based in the rural inland of the South Coast of Kwa-Zulu Natal and utilises mobile units to extend the DHA services to deserving communities. The researcher attributed the concentration of respondents' numbers in the province to the above circumstances as per Table 4.1 (below).

Table 4.1 (below) provides an analysis of the respondents' profiles. The main defining demographic feature in the table is the location of the participants. It can be seen that more than half (52,6%) of the sample comprised respondents from Kwa-Zulu Natal. Thirteen per cent of the respondents were from Mpumalanga, 10,5% were from Head Office, Limpopo and Free State had three respondents each, Gauteng and the Eastern Cape were each represented by one participant. One respondent did not indicate the location of his or her office.

TABLE 4.1: PROFILE OF THE RESPONDENTS

	Frequency	%
Head Office	4	10,5
Limpopo	3	7,9
Kwa-Zulu Natal	20	52,6
Not stated	1	2,6
Gauteng	1	2,6
Mpumalanga	5	13,2
Eastern Cape	1	2,6
Free State	3	7,9
Total number of respondents	38	100,0

4.3 PERCEPTIONS OF THE GOALS OF THE MOBILE UNITS

The first objective of this research was to evaluate the goals for mobile units with full participation of all relevant stakeholders. The researcher deemed it crucial to investigate what these goals are and how the key role players perceive them.

Table 4.2 (below) shows the responses to the question on what the goals of the mobile units are. It emerged that 68,4% of the respondents regarded the aims of the units to be the improvement of access to the services of the DHA. More than half (53%) of the respondents indicated that the mobile units were intended to promote services to remote areas. The goal of reaching out to poor villages was mentioned by 42% of the 38 respondents. Overall, all of the respondents were able to correctly identify the goals of the mobile units and, generally speaking, the self-identified goals

were of a positive nature. This is in line with Smikun's (2000) contention that macro social functioning should be studied with the view to discovering social structural constraints and finding better substitutes for them. The above evidence reveals that the DHA, as a macro social institution, has passed the test of Smikun's assertion.

TABLE 4.2: VIEWS OF THE GOALS OF THE MOBILE UNITS (N=38)

	Frequency	%
Improve access to DHA services	26	68,4
Ensure that customer needs are addressed	6	15,8
Improve service delivery	9	23,7
Promote services to remote areas	20	52,6
Outreach to poorest villages	16	42,1
Register applications for 0-14 year olds	3	7,9
Late registration of births	7	18,4
To issue IDs	4	10,5
Register all South Africans on the NPR	2	5,3
Bring DHA services closer to the people	4	10,5
Extend civic and immigration services to all parts of the country	2	5,3
Enable to receive eligible docs	6	15,8
Problem-solving	2	5,3
Hard work needed in the mobile units	2	5,3
To save travelling costs to public	4	10,5
Assist in service delivery campaigns	1	2,6
More staff and equipment needed	2	5,3
Meet structural challenges	1	2,6
Total number of respondents	38	*

*The % totals will not summate to 100% as the respondents could give more than 1 answer.

Because of the overwhelming positive responses regarding the intended goals of the mobile units, the researcher argues that, in terms of the AGIL model, it can be concluded that the two systems functional prerequisites of pattern maintenance (or L, or latency) through socialisation and motivation of the individual role players into the goals of the mobile units and of integration (or I) in terms of internal co-operation, have been achieved. It should be noted here that latent pattern maintenance is an instrumental function that supplies the social actors in the system with sources of motivation to adopt normative patterns. It reflects Smikun's 'moral functional imperatives'.

TABLE 4.3: VIEWS ON HOW OTHER ROLE PLAYERS PERCEIVE THE GOALS OF THE MOBILE UNITS (N=38)

	Frequency	%
Replacement of DHA offices	3	7,9
To improve the lives of those who cannot travel to DHA offices	9	23,9
Chiefs encouraged people to use the mobile units	4	10,5
Other departments (DoH, IEC, SARS) benefit from multiple services of mobile units	6	15,8
Increased demand for resources/maintenance/HR/IT	6	15,8
Positive popular perception and reception of mobile units	4	10,5
Visible during Izimbizo and outreach programmes	3	7,9
Provides on-the-spot services	2	5,3
Not sure/Don't know	2	5,3
Effective and efficient	2	5,3
A step in the right direction	1	2,6
Helpful to disadvantaged communities	3	7,9
Tactic of the ruling party to gain more votes	1	2,6
Other governmental departments do not want to participate	2	5,3
Total number of respondents	38	*

*The % totals will not summate to 100% as the respondents could give more than 1 answer.

The researcher also wanted to gauge the respondents' perceptions of how they thought other important role players perceived the goals of the mobile units. Responses to this inquiry are shown in Table 4.3 (above). Just below a quarter (23,9%) of the respondents suggested that other role players see the mobile units as improving the lives of citizens. Other important perceptions were that the units lead to an increased demand for resources, maintenance and IT functions (15,8%) and that other departments – in particular the Department of Health, the Independent Electoral Commission and the South African Revenue Services – benefit from the multiple services that the mobile units can offer (15,8%). Only two respondents (5,3% of the sample of 38 respondents) were unable to give an answer to this question. As with the self-reported goals of the mobile units reported earlier, the respondents

generally reported positive responses about their views on how other role players regard the mobile units. The only less positive responses are that it was a tactic by the ruling party to gain votes (mentioned by 1 respondent) and that other state departments do not offer their full support (mentioned by 2 respondents). As perceptions of external role players involve the external environment of the social system, the researcher tests this finding in terms of goal attainment in the AGIL model. Goal attainment is externally oriented and addresses the future survival and growth of the social system (in this case the DHA and its mobile unit system). It can thus be concluded that if the social actors in the system experience the attitudes of the external role players to be positive, then, in terms of AGIL, goal attainment seems to have been achieved.

TABLE 4.4: WHETHER THE RESPONDENTS JUDGE THE GOALS OF THE MOBILE UNITS TO BE SPECIFIC (N=38)

	Frequency	%
No answer	3	7,9
Yes	32	84,2
No	3	7,9
Total	38	100,0

Table 4.4 (above) reflects a highly positive judgment by respondents (84,2%) as far as the specificity of the goals of the mobile units is concerned. Three of the 38 respondents (7,9%) did not supply a response while another 3 viewed the goals as not specific. In terms of the AGIL model, shared understanding of what the specific goals of an undertaking are can assist in the regulation of interrelations.

4.4 PERCEPTIONS OF THE ASPIRATIONS AND ACCOUNTABILITY OF MOBILE UNITS

The researcher asked respondents to list those organisations, units or individuals who are responsible for or who should take accountability for the mobile units. NGOs and civic organisations, other stakeholders and the public were named as significant role players in the accountability for the mobile units. These groups have been respectively so perceived by 50%, 36,8% and 31,6% of respondents. Other

remarkable positive perceptions were by 23,7% of respondents who attributed accountability to office managers, supervisors and transport officers.

TABLE 4.5: PERCEPTIONS OF THE RESPONDENTS CONCERNING WHO IS INVOLVED IN OR ACCOUNTABLE FOR THE MOBILE UNITS (N=38)

	Frequency	%
DDG (Civic Services)	4	10,5
DG (DHA)/Minister	7	18,4
CD Channel Management	3	7,9
Respective Zone Managers	3	7,9
Civic organisations/NGOs/other stakeholders	19	50,0
Public at large	14	36,8
Office manager/supervisor/ transport officer	12	31,6
Not sure	2	5,3
All DHA personnel	9	23,7
Top management	2	5,3
Schools and churches	2	5,3
MU project leaders	1	2,6
Total number of respondents	38	*

*The % totals will not summate to 100% as the respondents could give more than 1 answer.

Seven of the 38 respondents (18, 4%) believed the Minister of Home Affairs is to be held accountable for the mobile units. However 10,5% of the respondents were of the opinion that the DDG: Civic Services has to account for the mobile units. The Chief Directors in the capacity of CD: Channel Management and Zone Managers were the choice of 7,9% respondents. Two respondents (5,3%) were not sure who should be involved while another 2 thought all DHA personnel were accountable. Only one (2,6%) of the 38 interviewees saw top management as the accountable group. All these have been tabled in Table 4.5 (above). In terms of the AGIL model, latency as a functional prerequisite means that tensions inside the social system should be managed. In terms of these findings, there seems to be little conflict concerning perceived roles and responsibilities. Reinforcement of the understanding

of such roles can happen in further information sessions so that pattern maintenance can be established.

TABLE 4.6: PERCEPTIONS OF THE RESPONDENTS CONCERNING WHAT THE DHA WISHES TO ACCOMPLISH WITH THE MOBILE UNITS (N=38)

	Frequency	%
Improve access to services	21	55,3
Reduce clients' needs/costs for travel	3	7,9
Improve the turn-around times of service delivery	8	21,1
Take services to remote areas	4	10,5
Enabling registration of all South Africans	22	57,9
Service delivery in the spirit of <i>Batho Pele</i>	3	7,9
More staff	1	2,6
Issue docs on-the-spot	1	2,6
Credible NPR	2	5,3
Reach out to schools and chieftains	2	5,3
Ensure documentation at an earlier age	1	2,6
Total number of respondents	38	*

*The % totals will not summate to 100% as the respondents could give more than 1 answer.

It is evident from Table 4.6 (above) that the DHA has greatly accomplished its primary objective of enhanced accessibility with the deployment of mobile units. Perceptions of almost 60% (57,9%) of respondents reflect enablement of citizenry registration as the DHA's aspiration while 55,3% perceive improved access to services as such. 21,1% of respondents believe that the DHA wishes to improve service delivery turn-around times with mobile units. Another 10,5% believe the mission of the DHA is to take services to remote communities. Reduction of client travel costs and the fulfilment of *Batho Pele* equally appropriated a 7,9% response rate. Production of a credible NPR and outreach to schools and chieftains were equally viewed at a significant rate of 5,3%. Similarly, wish for more staff, instant issuance of documents and ensuring documentation of citizens at an early age were each perceptions of one of the 38 respondents (2,6%). Again, in terms of the two system maintenance functional prerequisites of the AGIL model, shared views on the

objectives of a central undertaking can assist internal co-operation and tension management.

4.5 PERCEPTIONS OF THE DEPLOYMENT TENDENCIES

TABLE 4.7: VIEWS ON WHERE THE MOBILE UNITS ARE DEPLOYED (N=38)

	Frequency	%
Areas where there are no permanent offices	31	81,6
At public events/Imbizos/schools/clinics/prisons/outreach programmes	11	28,9
Regional/district offices	6	15,8
Disadvantaged/poverty stricken areas	8	21,1
At makeshift refugee offices	1	2,6
At inspectorate operation points	1	2,6
Total number of respondents	38	*

*The % totals will not summate to 100% as the respondents could give more than 1 answer.

Table 4.7 (above) reveals that the respondents are aware that the mobile units are mostly deployed in areas where there are no permanent DHA offices. This was witnessed by the views of 31 out of 38 respondents (81,6%). Twenty eight comma nine per cent of the respondents stated that outreach programmes were deployed in prisons, clinics, schools, *imbizos* and public events. Another 21,1% saw disadvantaged poverty stricken areas as benefiting from deployment itineraries. 15,8% of respondents mentioned district and regional offices as points of deployment. Services of mobile trucks during inspectorate operations and refugee makeshifts were each mentioned by 2,6% of respondents.

TABLE 4.8: PERCEPTIONS OF THE TIMEFRAMES IN WHICH THE DHA DEPLOYS THE MOBILE UNITS AT VARIOUS LOCATIONS/SERVICE POINTS (N=38)

	Frequency	%
As required/daily/weekly/every 2nd day	32	84,2
Not sure/Don't know	2	5,3
After identification at service point	2	5,3
As per MU itinerary	12	31,6
During public holidays/weekends	4	10,5
During Imbizos & outreach programmes	3	7,9
Inspectorate operations	1	2,6
Total number of respondents	38	*

*The % totals will not summate to 100% as the respondents could give more than 1 answer.

As a follow-up to deployment locations, the researcher explored the deployment timeframes at these service points. Table 4.8 (above) has revealed the details as perceived by the respondents. An overwhelming 84,2% of respondents believed mobile trucks were deployed as required, be it daily, weekly or every second day. 31,6% perceived deployment as adhering to the MU itinerary. This reflects positive sentiment towards the deployment planning process and beneficiary profile of the service. 10,5% respondents perceived deployment timeframes at various service points to address the public holidays/weekends clientele. 7,9% of the 38 respondents perceived *imbizos* and outreach programmes as beneficiaries of mobile services. Two respondents (5,3%) were either not sure or did not know about the timeframes. Another 5,3% viewed mobile deployment timeframes as following after identification at service points. Only one respondent (2,6%) believed deployment timeframes follow inspectorate operations.

In Table 4.9 (below), the researcher further explored perceptions about the nature of the deployment functions. Statistical analysis of the reactive and proactive functions reflects a 50/50 split in the responses with half of the respondents regarding the deployment as proactive and the other half regarding it as reactive. Variations were evidenced when the reasons for functions were probed. Seventy three comma seven

per cent of the 19 respondents who viewed deployment functions as proactive attributed this to the assessment of the DHA's access points while the remaining 26,3% attributed functions to other reasons.

Reasons for reactive deployment varied. Thirty one comma six per cent of the 19 respondents believed that deployment follows population density. Another 26,3% (5/19) believed deployment responds to requests like *imbizos* and outreach programmes. 15,8 per cent (3/19) of the respondents perceived deployment to be reactive due to the many challenges in the operation of mobile units. 10,5% (2/19) viewed mobile deployment to be a reaction to the CSIR study which was one guideline for the mobile unit optimisation project. Only one respondent thought mobile functions were mainly a reaction to xenophobic attacks which befell South Africa in 2008/9. Another 10,5% attributed other reasons to the reactive nature of mobile deployment functions.

Perceptions of how the DHA's mobile unit project is perceived and received in its external environment can be tested against the problem-solving functional prerequisites of the AGIL model in terms of adaptation (how well the system copes with situational exigencies) and goal attainment (system performance in the stated goals). It seems that some concerns (albeit amongst small proportions of the respondents) exist in terms of the place, schedule and proactive versus reactive deployment of the mobile units.

TABLE 4.9: PERCEPTIONS AS TO WHETHER THE DEPLOYMENT FUNCTIONS ARE REACTIVE OR PROACTIVE (N=38)

	Frequency	%
Reactive	19	50,0
Proactive	19	50,0
Total	38	100,0
Reasons for answer: Proactive		
Based on assessment of needs for DHA access points	14	73,7
Other	5	26,3
Total	19	100,0

Reasons for answer: Reactive		
Still lots of challenges	3	15,8
Reaction to CSIR study	2	10,5
Follows population density	6	31,6
Responds to requests like <i>Imbizos</i> /outreach programmes	5	26,3
Attend to xenophobic attacks	1	5,3
Other	2	10,5
Total	19	100,0

4.6 PERCEPTIONS OF IMPORTANT CONSIDERATIONS IN THE PROCESS OF MOBILE UNITS' OPTIMISATION

While deployment functions of mobile trucks can follow either reactive or proactive functions or even both, the researcher was of the opinion that the DHA has important requirements and constraints to consider in the process of maximising mobile unit operations. Since the study is a formative exercise, the researcher asked the respondents to identify such requirements and constraints. Table 4.10 (below) details the analysis of this concern.

TABLE 4.10: VIEWS ON IMPORTANT REQUIREMENTS AND CONSTRAINTS THAT SHOULD BE TAKEN INTO ACCOUNT (N=38)

	Frequency	%
Staff & competency training/training in customer care	20	52,6
Satellite connectivity	14	36,8
Road conditions/accessibility	5	13,2
Safety and security concerns	4	10,5
Water/sanitation/waiting areas/electricity/shelter	3	7,9
Mandatory requirements by officials	2	5,3
Maintenance and functionality of mobiles	7	18,4
Public information for application	3	7,9
Historical background of the area	1	2,6
Financial constraints	1	2,6

Strengthen stakeholder relations	1	2,6
Total number of respondents	38	*

*The % totals will not summate to 100% as the respondents could give more than 1 answer.

The majority of respondents (52,6%) viewed staff and competency training plus training in customer care as an important requirement. Satellite connectivity was another prominent requirement as captured from 36,8% of respondents. 18,4% of respondents stated maintenance and functionality of mobiles as a requirement. Attention to road conditions and accessibility were viewed by 13,2 % of respondents as important. 10,5% of respondents viewed safety and security concerns as a matter for consideration. Public information for application, water, sanitation, waiting areas, shelter and electricity were all viewed by 7,9% of respondents as important. Historical background of an area, strengthening of stakeholder relations and financial constraints each received a 2,6% response rate. All of these concerns relate to the interface between the DHA's mobile units as a social system and its external environment. It thus seems that poor road conditions, poor serviceability of the mobile trucks, poor satellite connectivity and lack of trained staff may all represent external dangers that may affect the adaptation of the project.

4.7 VIEWS ON SPECIFIC REASONS AND BENEFITS OF MOBILE UNITS

A variety of views were also presented as far as the specific reasons, purpose and benefits of mobile units were concerned. Table 4.11 (below) shows the statistics. Customer satisfaction and accountability (28,9%), accessibility of services (23,7%), achievement of governmental goal and the DHA mandate (15,8%), reduction of workloads at offices (13,2%), ensuring the integrity of the NPR (13,2%) and reaching out to poorest communities (10,5%) received visible mention by the respondents. Serving outreach programmes, protecting South Africa's identity, increase of personnel and resources as well as facilitation of social grants were all perceived as subsidiary benefits with 5,3% response rate for each. Other less significantly

perceived benefits included facilitation of employability and school admission, addressing poor satellite connectivity and identification and control of illegal immigrants with one respondent for each. As suggested earlier, the respondents seem to hold the mobile unit project in high esteem and are well socialised in terms of its goals and the potential benefits to its external environment. Latency or pattern maintenance functional prerequisites are therefore well established.

TABLE 4.11: VIEWS ON SPECIFIC REASONS, PURPOSES OR BENEFITS OF THE MOBILE UNITS (N=38)

	Frequency	%
Achieve governmental goal of a better life for all/DHA mandate	6	15,8
Customer satisfaction/civic care/enabling docs/accountability	11	28,9
Accessibility of world-class services	9	23,7
Reduce workloads of fixed offices/eliminate overtime	5	13,2
Reach out to poorest communities	4	10,5
To serve the IEC/outreach programmes	2	5,3
Protecting SA identity	2	5,3
Ensuring integrity of the NPR	5	13,2
Facilitating employability and school admission	1	2,6
Poor satellite connectivity undermines purpose/benefits	1	2,6
Increase personnel and resources	2	5,3
Facilitating access to social grants and pensions	2	5,3
Ability to identify and control illegal immigrants	1	2,6
Total number of respondents	38	*

*The % totals will not summate to 100% as the respondents could give more than 1 answer.

4.8 PERCEPTIONS ABOUT THE BRANDING AND EVENTUAL IDENTIFICATION OF MOBILE UNITS AS EXTENSIONS OF THE DHA

The researcher wanted to gauge the respondents' perceptions of the branding of the mobile units such that they become identifiable as extensions of the DHA's commitment to service excellence. To this effect, the respondents were required to give their views as to whether they perceived the goals to be realistic and relevant.

**TABLE 4.12: VIEWS ON WHETHER THE GOALS OF THE MOBILE UNITS
REALISTIC AND RELEVANT? (N=38)**

	Frequency	%
No answer	1	2,6
Yes	34	89,5
No	2	5,3
Don't know	1	2,6
Total	38	100,0

An overwhelming 34 out of 38 respondents (89,5%) viewed the goals of the mobile units as realistic and relevant. Only 2 respondents viewed the goals negatively while each of the remaining 2 either did not know or did not answer. See Table 4.12 (above).

The researcher believes that the DHA needs a deployment strategy to enable the public to identify the mobile trucks as extensions of the Department. Respondents were urged to state reasons for their viewpoint. As Table 4.13 (below) reflects, it is interesting that the majority of these respondents (78,9%) are positive about the deployment strategy. This comes as no surprise as all of the findings have shown that internal co-operation, internal coherence and joint understanding of the goals and role of the mobile units have already been well established. More than 50% of respondents who held positive views of the deployment responded that the Chief Directorate: Channel Management has already deployed a plan. 30% believed that stakeholder partnerships have yielded a plan.

Only 21,1% of the respondents felt that the deployment strategy was found wanting.

The reasons for their views related to operational inconsistencies (12,5%) and perceived conflict of interests among stakeholders.

TABLE 4.13: WHETHER RESPONDENTS FEEL THAT THE DHA HAS A DEPLOYMENT STRATEGY OF THE MOBILE UNITS (N=38)

	Frequency	%
Yes	30	78,9
No	8	21,1
Total	38	100,0
Reasons for affirmative answers:		
Plan follows partnership agreement with stakeholders	9	30,0
Public informed in advance of services	1	3,3
Channel Management has deployed a plan	17	56,7
Reaction to national/provincial campaigns/ <i>Imbizos</i>	1	3,3
Consultation with various offices	2	6,7
On-the-spot services	2	6,7
DHA provides additional services/photographer	1	3,3
Financial costing of the plan is in place	1	3,3
Total number of respondents answering in the affirmative	30*	*
Reasons for negative answers:		
Plan needs constant review/re-adaptation	1	12,5
Conflicting DHA plans undermine this	1	12,5
Plan needs to be more widely known	1	12,5
Staff and truck shortages	1	12,5
Maintenance process causes problems	1	12,5
Conflicting local stakeholder interests disrupts the plan	1	12,5
No reason given	2	25,0
Total	8	100,0

*The % totals will not summate to 100% as the respondents could give more than 1 answer.

TABLE 4.14: PERCEPTIONS OF THE IMPROVEMENTS THAT THE UTILISATION OF MOBILE UNITS HAS BROUGHT ABOUT (N=38)

	Frequency	%
Increased visibility/access of DHA services	11	28,9
Reduction of travel costs for the public	3	7,9
Reduced queues/workloads/queries	10	26,3
Improved personnel capacity	1	2,6
Better services to communities	8	21,1
It has not impacted me	1	2,6
Public awareness of the importance of official docs	12	31,6
Improved stakeholder collaboration	1	2,6
A lot of room for further improvements	2	5,3

Access to employment	1	2,6
Assist broader governmental planning	2	5,3
Improve the image of the DHA	1	2,6
Improved competency of drivers	1	2,6
Total number of respondents	38	*

*The % totals will not summate to 100% as the respondents could give more than 1 answer.

In addition to the generally positive feeling of the availability of a deployment strategy, respondents expressed varied, yet equally positive views on the improvements emanating from the utilisation of mobile units. According to Table 4.14 (above) 12 respondents (31,6%) thought mobile units have brought about public awareness of the importance of official documents, 11 (28,9%) perceived improvements in the increased visibility and access to DHA services, 10 respondents (26,3%) have seen a reduction in queues and queries while another 8 (21,1%) have witnessed better services to communities. 7,9% of respondents have pointed to the reduction on travel costs for the public as a perceived improvement. 13% of respondents stated a combination of current and potential improvements in personnel capacity, stakeholder collaboration, access to employments, image of the DHA and driver competency. Only 2,6% of respondents felt the improvements have not impacted on them and another 2 felt that there is much room for improvement. Again, it would seem that, in terms of the AGIL model, the mobile unit project is perceived to operate well in terms of its external environment (adaptation and goal attainment) as well as in terms of its internal environment (pattern maintenance and integration).

The researcher asked respondents to list the types of measures that they are aware of that have been implemented to monitor the optimal utilisation of the mobile units. As can be seen in Table 4.15 (below), it is interesting that just more than half of the respondents (52,6%) perceived the compilation and periodic analysis of operational statistics as a monitoring tool. Thirteen comma two per cent of the respondents felt that operations adhere to strict schedules and itineraries. Another 10,5% perceived that deployment criteria have been well established.

TABLE 4.15: PERCEPTIONS ABOUT THE TYPES OF MEASURES THAT HAVE BEEN TAKEN TO MONITOR OPTIMAL UTILISATION (N=38)

	Frequency	%
Regular service of fleet	1	2,6
Deployment criteria established	4	10,5
Stats compiled and analysed periodically	20	52,6
Don't know	2	5,3
Operations adhere to strict schedules/itinerary	5	13,2
Security and counter-corruption strengthened	2	5,3
Channel management unit established/HO as specialised MUs	3	7,9
Improved stakeholder feedback	2	5,3
Use of track and trace system	2	5,3
Improved compliance/authority of trips/transport regulations	3	7,9
Review of service providers	1	2,6
Total number of respondents	38	*

*The % totals will not summate to 100% as the respondents could give more than 1 answer.

The researcher views this as a fertile baseline for the development of a monitoring framework for the mobile units' regime at the DHA. Seven comma nine per cent of respondents viewed the establishment of the Chief Directorate: Channel Management as a way of monitoring mobile utilisation. Another 7,9% perceived improved trip authorisation, compliance and regulations as forms of monitoring. Track and trace systems, strengthened counter-corruption measures and improved feedback by stakeholders were each perceived by 2,6% of respondents as monitoring measures. Regular service of the fleet and review of service providers were each the choice of 2,6% of the respondents. Only 5,3% of research participants were unable to mention types of monitoring measures for optimal utilisation of mobile trucks.

The researcher asked the respondents to indicate which areas are most in need of the services of the mobile units. As shown in Table 4.16 (below), the respondents conveyed the idea that the mobile units have proved to be a crucial part of service delivery by the DHA.

TABLE 4.16: PERCEPTIONS OF WHICH AREAS OF SOUTH AFRICA NEED THE SERVICES OF THE MOBILE UNITS THE MOST (N=38)

	Frequency	%
Remote rural areas and farms	28	73,8
All provinces	3	7,9
Northern KZN	2	5,3
Poor areas	5	13,2
Rural KZN	2	5,3
Mpumalanga and Limpopo	1	2,6
KZN/EC/NC/parts of Mpumalanga	1	2,6
Schools	1	2,6
High population density areas	3	7,9
Areas affected by disasters	1	2,6
Eastern Cape rural areas	1	2,6
Total number of respondents	38	*

*The % totals will not summate to 100% as the respondents could give more than 1 answer.

It was evident from responses that remote, rural areas and farms were regarded as the priority beneficiaries of mobile services by the DHA (73,8% of respondents have attested to this). It is interesting to find that 13,2% (6/38) respondents have perceived the need to be in 'poor areas' without any further qualification. All provinces and high density areas were each perceived by 7,9% of respondents as areas that most needed mobile units. The latter two categories of responses are interesting as high density and poor areas are evident across all nine provinces of South Africa. The researcher believes circumstances of the research participants' profiles have contributed to Northern KZN and rural KZN each being perceived by 5,3% of participants as most needy with regard to mobile services.

While the perceived demand of mobile unit services differs across various areas of the Republic, the researcher was interested as to whether these variations will enable the development of concrete criteria to measure progress towards the attainment of goals for the mobile units. As shown in Table 4.17 (below), almost 60% of respondents were either not sure or did not know if this was possible. Thirty six comma eight per cent perceived the development of concrete criteria as within reach

while 5,3% disagreed. It would thus seem that discussions about the development of M&E strategies should be considered as soon as possible if the mobile unit project as a social system is to maintain its internal co-operation and external goal attainment.

Affirmative answers from 14 out of 38 respondents were obtained. 24 respondents (63,2%) gave no reasons for their lack of confidence in the capability of the DHA to develop concrete progress measurement criteria. In terms of the reasons why they think that concrete criteria for M&E can be developed, 50% of the respondents perceived statistical analysis as crucial for comparative criteria while other measures mentioned were a flexible M&E link to a measuring tool, and timeframes. Of these 14 participants, 8 believed that the DHA can be in the position to develop concrete criteria to measure the progress of mobile goals if it could acquire sufficient/better/reliable equipment and resources as well as involve Community Development Workers (CDWs). Public review of social grants, demographic profile of the wards, engaging staff members, completion of quality assurance, keeping record of the mobile units' lifespan and ensuring maintenance were each mentioned by 1 respondent (7,1%) as attributes that can potentially assist in the development of concrete measuring criteria.

TABLE 4.17: PERCEPTIONS OF WHETHER CONCRETE CRITERIA TO MEASURE PROGRESS TOWARD THE ATTAINMENT OF GOALS FOR THE MOBILE UNITS CAN BE DEVELOPED (N=38)

	Frequency	%
Yes	14	36,8
No	2	5,3
Not sure/Don't know	22	57,9
Total	38	100,0
Reasons for affirmative answers:		
Statistical analysis for optimum comparative criteria	7	50,0
Train truck drivers in the completion of forms	3	21,4
Acquire sufficient/better/reliable equipment and resources	4	28,6
Have a flexible M&E linked to a measuring tool/time frames	7	50,0
CDWs/community/counsellors	4	28,6

A public review of social grants	1	7,1
QA work completed	1	7,1
Ensure maintenance	1	7,1
Demographic profiles of the wards	1	7,1
Staff members to be engaged	1	7,1
Keep record of the lifespan of the MUs	1	7,1
Total number of respondents	14	*

*The % totals will not summate to 100% as the respondents could give more than 1 answer.

TABLE 4.18: PERCEPTIONS OF THE TYPES OF ATTITUDES, ABILITIES, SKILLS AND FINANCIAL CAPACITIES THAT ARE NEEDED TO REACH THE GOALS (N=38)

	Frequency	%
Customer service/communication	20	52,6
Adequate funding/financial skills	17	44,7
Fleet management	6	15,8
Analytical thinking and skills	13	34,2
Computer literacy/language literacy	8	21,1
Project management and time management	3	7,9
Stakeholder liaison	2	5,3
QA	1	2,6
Ops management	1	2,6
Total number of respondents	38	*

*The % totals will not summate to 100% as the respondents could give more than 1 answer.

It takes a particular type of cadre to achieve the goals of any project or undertaking and this is why the researcher asked the respondents to list the attitudes, abilities, skills and financial capacities that play a pivotal role in the process. These abstract elements have tangible and practical implications in the execution of job activities. Table 4.18 (above) shows the participants' perceptions of this conviction.

Clear communication, customer care and financial/funding comprise the skills and capacities base necessary for the achievement of mobile units' goals as suggested by 44.7% of the respondents. Forty four comma seven per cent of the respondents

mentioned that funding and financial capacities were essential. Analytical skills also assumed some priority as 34,2% of respondents perceived this as necessary. Computer/language literacy and fleet management skills were chosen by 21,1% and 15,8% of respondents, respectively. Capacities in project/time/operations management, stakeholder liaison and quality assurance were not much of a concern as the respondents felt client services and financial abilities were paramount to the achievement of project success.

To test whether the respondents placed the acquisition of these attributes as belonging to the external or the internal environment of the social system, the researcher asked a follow-up question so that the respondents were required to identify who should acquire these attributes. As shown in Table 4.19 (below) over 50% of respondents believed mobile unit employees, supervisors, drivers and operators should acquire the necessary attributes for the mobile units' goals to be reached. The table shows that 13,3% viewed all staff, stakeholders and communities as the focus cadre while another 13,3% referred to the Head Office staff. The views of 2,6% of respondents pointed to Human Resource Development personnel as in need of mobile units' attributes. It can be concluded that the internal social system environment was seen as the locus for the acquisition of the necessary skills and resources to achieve the goals of the social system.

TABLE 4.19: VIEWS ON WHO NEEDS TO ACQUIRE THE ATTRIBUTES STATED IN TABLE 4.18 (N=38)

	Frequency	%
Employees/supervisors/drivers/operators	20	52,4
Management responsible for day-to-day ops	4	10,5
All staff + stakeholders + communities	5	13,3
Head office	5	13,3
HRD	1	2,6
Don't know/unsure/no answer	3	7,9
Total	38	100,0

The researcher wanted to test the respondents' views on the need to brand the mobile units' services to be extended to the public and as visually representing the

significance of DHA services. Table 4.20 (below) summarises the responses to this question. Eighteen comma four per cent of the respondents viewed the current branding as sufficient while an equal number thought that pictures of enabling documents/services/costs/benefits were branding items. Use of local language was the perception of 15,8% respondents. Another 15,8% perceived the display of the DHA corporate colours as branding display. Use of local stakeholders (7,9%) and knowledgeable and willing employees (7,9%) were also suggested. 5,3% viewed the display of pictures of young and old beneficiaries as an option. Equally 5,3% either did not know, were unsure or did not answer. 2,6% of respondents viewed the display of banners prior to the planned visits as a branding mechanism.

TABLE 4.20: VIEWS ON BRANDING OF THE MOBILE TRUCKS FOR THE PUBLIC AND ALL SERVICE RECIPIENTS AS EXTENSIONS OF THE DEPARTMENT OF THE DHA (N=38)

	Frequency	%
Pictures of enabling docs/services/costs/benefits	7	18,4
Pictures of young and old beneficiaries	2	5,3
Language used must be same as that spoken in target area	6	15,8
Use churches/schools/chiefs/municipalities to announce	3	7,9
Show DHA corporate colours	6	15,8
Advertise through media	1	2,6
Current branding is OK	7	18,4
Use knowledgeable and willing employees	3	7,9
Display banners at area prior to planned visit	1	2,6
Don't know/unsure/no answer	2	5,3
Total	38	100,0

4.9 PERCEPTIONS OF THE SUSTAINABILITY AND SWOT ANALYSIS OF THE MOBILE UNITS

One underlying objective of this research was to ensure the sustainability of mobile units operations by the DHA. Evidently challenges will prevail en route. Consequently, the researcher thought that addressing the challenges would be of

remedial value. Table 4.21 (below) provides a dimension of the main challenges as viewed by research participants.

Almost 60% of respondents viewed roadworthiness as a compelling challenge. Half the respondents perceived poor connectivity, lack of equipment and photographer as crucial. 36,8% of the respondents thought driver skills required attention. Public ignorance was a challenge to 13,2% of respondents. This unveils the need to intensify stakeholder engagements and reduce dependencies so as to minimise, if not eliminate, main challenges. Challenges of security and operational costs, late return to office, public non-possession of enabling documents, long queues, accountability and re-issue costs to the poor, insignificantly viewed as they were (2.6 -5,3%), need to be addressed as their persistent prevalence may reverse or interfere with the positive benefits of the MU project.

TABLE 4.21: VIEWS ON THE MAIN CHALLENGES IN THE OPERATION OF THE MOBILE TRUCKS (N=38)

	Frequency	%
Roadworthiness/breakdowns/slowness	22	57,9
Driver skills	14	36,8
Poor connectivity/lack of equipment/no photographer	19	50,0
Public ignorance	5	13,2
Many people do not have birth certificates or IDs	2	5,3
Failure of the community to show up	1	2,6
Accountability	1	2,6
Poor cannot afford re-issue costs	1	2,6
Long queues	1	2,6
Returning to office at night	2	5,3
Security/costs of ops	2	5,3
Total number of respondents	38	*

*The % totals will not summate to 100% as the respondents could give more than 1 answer.

TABLE 4.22: OPINIONS OF THE MOST APPROPRIATE FRAMEWORK FOR OVERCOMING THE CHALLENGES IN OPERATING THE MOBILE UNITS (N=38)

	Frequency	%
Recruit suitable candidates	6	15,8
Have dedicated HR capacity	6	15,8
Sufficient IT equipment/trained staff in provinces	10	26,3
Maintenance of trucks	3	7,9
Access of some areas	5	13,2
Improve communication strategy (e.g. radio)	4	10,5
Don't know	1	2,6
Increase budget	3	7,9
Monthly/more regular visits	3	7,9
Station the trucks closer to the destinations	1	2,6
Trucks should be able to drive faster	1	2,6
No answer	1	2,6
Total number of respondents	38	*

*The % totals will not summate to 100% as the respondents could give more than 1 answer.

While identification of the main challenges was important, the researcher believed that the respondents' opinions of the appropriate ways to overcome such challenges were similarly important. As seen in Table 4.22 above, the supply of sufficient IT equipment and trained staff in provinces received prominence as raised by over a quarter of respondents (26,3%). Availability of dedicated HR capacity and the recruitment of suitable candidates were also viewed as most appropriate, each by 15,8%. Gaining access to some non-specified areas was also thought to be useful during endeavours to overcome major challenges.

In an attempt to set up and evaluate a monitoring and evaluation framework that will be adaptable to their circumstances, the variety of aspirations from participating stakeholders was sourced. Table 4.23 (below) details these viewpoints.

The analysis of monthly statistics and ensuring the maintenance of trucks/roadworthiness each viewed by almost 30% of respondents were of immediate M&E concern. Random site visits and installation of tracking and

electronic trip logging were each viewed as equally important at 13,2% each. 7,9% of respondents thought special structures were needed to oversee, monitor and coordinate the operation of trucks while another 7,9% thought community counsellors should give feedback to the Minister. 5,3% believed in the role of quarterly impact assessment exercises. Greater interaction of coordinators, addition of emergency personnel on site, ensuring security operations, provision of cell phones and other communication means were each raised by 2,6% of respondents as potential M&E contributors. A mere 2,6% were either not sure or did not know how M&E should be introduced in the operation of trucks.

TABLE 4.23: VIEWS ON HOW THE OPERATION OF THE TRUCKS SHOULD BE MONITORED AND EVALUATED (N=38)

	Frequency	%
Involve management	4	10,5
Conduct random site visits	5	13,2
Analyse monthly stats	11	28,9
Conduct quarterly impact assessments	2	5,3
Greater interaction of coordinators	1	2,6
Ensure proper maintenance of trucks/roadworthiness	10	26,3
Community counsellors should give feedback to the Minister	3	7,9
Install tracking device/ electronic trip logging	5	13,2
Special structure to coordinate/Monitor/Oversee	3	7,9
Add emergency staff on site	1	2,6
Ensure security of operations	1	2,6
Provide cell phones/phones/means of communication	1	2,6
Not sure/don't know	1	2,6
Total number of respondents	38	*

*The % totals will not summate to 100% as the respondents could give more than 1 answer.

TABLE 4.24: WHETHER THE RESPONDENTS REGARD THE MOBILE UNITS AS A SUSTAINABLE EFFORT (N=38)

	Frequency	%
No answer	5	13,2
Yes	31	81,6
No	2	5,3
Total	38	100,0

The researcher sought to identify ways to make the efforts of the project sustainable in terms of its goals over time, as alluded to by objective 1 of this study. This required that the researcher first establish if the stakeholders themselves perceived the mobile units as a sustainable effort. See responses as detailed in the statistical Table 4.24 (above). It was impressive to find that an overwhelming majority of respondents (81,6%) had faith in the sustainability of mobile units. The researcher did not receive a response from 13,2% of respondents while 5,3% did not have a futuristic view of the mobile units.

The sustainability impressions then drew the researcher's inquisition to role players' perceptions of the strengths, weaknesses, opportunities and threats to the sustainability of the mobiles.

According to Table 4.25 (below) 14/38 respondents (36,8%) did not share their views of the strengths of the sustainability of mobiles with the researcher. Almost a quarter (23,7%) saw the improved online verification and on the spot issuance of documents as a strength. Easy access to remote villages was perceived as a strength by 18,4%. To another 10,5%, stronger stakeholder relations was a perceived strength in respect of mobile units' sustainability. The researcher established from views of 7,9% respondents that mobile service demand was escalating. The availability of over 100 trucks had a strong contribution as perceived by 2,6% respondents.

TABLE 4.25: PERCEIVED STRENGTHS IN RESPECT OF THE SUSTAINABILITY OF THE MOBILE UNITS (N=38)

	Frequency	%
No answer	14	36,8
Online verification improved/on-the-spot issue	9	23,7
Easy access to remote villages	7	18,4
Have over 100 trucks	1	2,6
High demand for service	3	7,9
Stakeholder relations stronger	4	10,5
Total	38	100,0

Again 36,8% of respondents did not share their perceived weaknesses of mobile sustainability with the researcher (Table 4.26 below). However, just below a quarter (21,1%) mentioned the breakdown of trucks as a weakness. 15,8% viewed poor quality equipment utilised in the trucks as a weakness. Poor back office support and unsatisfactory procurement processes, each as perceived by 7,9% respondents, weakened mobile service sustainability. The failure of trucks to reach mountainous areas, visits to cities and towns plus the tracing of clients for interviews each received the attention of 2,6% respondents as weakness factors. In the views of another 2,6% there were no weaknesses with regard to sustainability.

TABLE 4.26: PERCEIVED WEAKNESSES IN RESPECT OF THE SUSTAINABILITY OF THE MOBILE UNITS (N=38)

	Frequency	%
No answer	14	36,8
Poor quality equipment	6	15,8
Poor back office support	3	7,9
Trucks break down	8	21,1
Procurement processes unsatisfactory	3	7,9
Cannot reach mountainous areas	1	2,6
Visiting cities and towns	1	2,6
None	1	2,6
Tracing clients for interviews	1	2,6
Total	38	100,0

TABLE 4.27: PERCEIVED OPPORTUNITIES IN RESPECT OF THE SUSTAINABILITY OF THE MOBILE UNITS (N=38)

	Frequency	%
No answer	22	57,9
Better access with 4X4 vehicles	7	18,4
Use existing structures optimally	3	7,9
Empowerment/greater access/improved NPR	6	15,8
Total	38	100,0

Almost 60% of respondents did not supply their views of the opportunities that can result from the sustainability of the mobile units. The researcher believes this may be attributed to the tendency of human beings to interpret opportunity in terms of personal or direct gain. 18,4% interpreted the improved access resulting from the use of 4X4 vehicles as an opportunity to ground mobile units. Empowerment, greater access and improved NPR were opportunities perceived by a combination of 15,8% respondents. 7,9% thought the optimal use of existing structures as an opportunity pertaining to the sustainability of the mobile units at the DHA. This statistical analysis is reflected in Table 4.27 (above).

To examine the SWOT analysis of the mobile units' regime, the researcher visited research participants' perceptions of the threats of the units' sustainability as recorded in Table 4.28 (below). Evidence has shown that an informed perception of threats essentially prepares participants for mitigation strategies. Almost 40% of respondents preferred not to share their views of the mobiles' sustainability threats. This could be because they do not perceive any. Fraud by staff, crime and theft of vehicles are the perceived threats of 21,1% of respondents. 7,9% viewed sustained funding as a potential threat, especially towards more drivers. The unclear communication/understanding of the purpose of mobile services was another threat as perceived by 5,3% of respondents. 2,6% perceived a possible decline in demand as threatening the sustainability of mobile units while another 2,6% believed satellite failure to be a threat. Generally, there was not much on the 'threat list', which implies greater optimism on the part of role players.

TABLE 4.28: PERCEIVED THREATS IN RESPECT OF THE SUSTAINABILITY OF THE MOBILE UNITS

	Frequency	%
No answer	15	39,5
Fraud by staff/crime. Vehicles can be stolen	8	21,1
Possible decline in demand	1	2,6
Bad roads/truck breakdowns	8	21,1
Sustained funding (esp. for more drivers)	3	7,9
Satellite failure	1	2,6
Purpose not clearly communicated/understood	2	5,3
Total	38	100,0

4.10 CONCLUSION

This chapter presented the main findings of the study in the form of descriptive tables. Each table is interpreted in terms of the heuristic AGIL model used to analyse the mobile units' project as a subsystem. The AGIL model yields four interrelated and interpenetrating subsystems, namely, the behavioural systems of its members (Adaptation), the personality systems of those members (Goal attainment), the social system as such (integration) and the cultural system of that society (Latent pattern maintenance). As such the chapter detailed findings in terms of the biographical profiles of the research participants, their perceptions of the goals of the mobile units, aspirations and accountability, deployment tendencies, important considerations in the process of optimisation of the project, specific benefits of the project, the branding of the project and a SWOT analysis of the undertaking. In the next and final chapter of the dissertation, the findings are summarised in terms of the objectives of the study. This is followed by an evaluation of the merits and demerits of the study, a consideration of recommendations stemming from the findings and the suggested way forward for the M & E framework or tool.

CHAPTER 5: CONCLUSION AND RECOMMENDATIONS

5.1 INTRODUCTION

The researcher's aspiration with this study was to recommend a strategic framework with long-term, medium-term and short-term goals as the basis for a monitoring and evaluation tool. These steps are aimed at enabling the sustainability of the mobile unit project of the DHA. The SWOT analysis as reported in the previous chapter offered an opportunity for the staff of the DHA to reflect on and learn from the optimised operation of the mobile units. The action research approach used, the steps initiated by this study and the recommendations made in this final chapter of the dissertation all speak to the AGIL models' integration function as reported in chapter 2 of this dissertation.

A strategic framework forms the central part of a well-planned intervention (Frigo & Anderson 2009). In addition, this study has been informed by the AGIL model. The model views pattern maintenance as an outcome of the latency functional prerequisite which is the basis for the creation and maintenance of commonly held moral values. The SWOT analysis thus serves as a benchmark for recommendations for the development of an M&E strategy. From a structural-functionalist point of view, the mobile unit project as a social system has to optimise its functionality and utilisation so that service efficiency, effectiveness and impact can be enhanced. This can be possible if the common values concerning the functions, processes, and legitimacy of the project among the DHA cadre can be preserved. The resultant enhanced services can then benefit both the immediate and the future dimensions of the mobile units' project as a social system.

5.2 THE ACHIEVEMENT OF THE OBJECTIVES OF THE STUDY

In this section of the final chapter, the researcher reviews the extent to which she has been able to reach the objectives as stated in the first chapter of her dissertation.

5.2.1 Objective 1

The first objective of the study was to set up and evaluate goals for the mobile units with full participation of all relevant stakeholders. As reported under section 4.3 of chapter 4 of this dissertation, respondents generally identified the goals of the mobile unit project correctly and perceived them positively. The respondents reported improved access to the services of the DHA and the achievement of the goal of reaching out to poor and remote communities. The details have been captured in Tables 4.2 to 4.4.

5.2.2 Objective 2

The second objective of the study was to gather information and test ideas on the branding of the mobile units such that they become identifiable as extensions of the DHA's commitment to service excellence to the people of this country. Discussions under section 4.9 of the previous chapter show that the researcher was able to achieve this objective.

The DHA identified the need for a deployment strategy to establish the MUs as extensions of the DHA's commitment to service excellence. Almost 80% of respondents confirmed knowing that there was a deployment strategy. Approximately 90% viewed the goals of MUs to be realistic and relevant. Respondents also expressed varied but equally positive views on the visible improvements brought through the MU service. The positive perceptions linked to these as well as the information shown in Tables 4.12 to 4.20 in chapter 4 leads the researcher to conclude that the branding of mobile units as extensions of the DHA's service excellence has been successful in the view of the staff. A test of the perceptions of the public in this regard would add further credence to the legitimisation of the MUs.

5.2.3 Objective 3

The third objective was to set up and evaluate a monitoring and evaluation framework for the project in full participation with all relevant stakeholders. The researcher contends that before adaptation to any form of monitoring and evaluation can take place, the intervention and its strengths, weaknesses, opportunities and

threats first has to be evaluated. To this effect, the study gauged the respondents' perceptions of the aspirations and accountability of mobile units. The results reveal that civic and non-governmental organisations, DHA managers, supervisors, truck drivers and other stakeholders were perceived as crucial role-players to assist in the M&E of the undertaking.

Discussions under sections 4.5 to 4.8 and responses as shown in Tables 4.5 to 4.11 of the previous chapter lead to the conclusion that the component structures of the MUs are viewed in a positive light by staff. Moreover it was found that the respondents regard the accountability and aspirations of the various stakeholders as necessary for adaptation (see Tables 4.5 and 4.6 in chapter 4). Latency in the mobile unit regime seems to be well established as the goals and potential benefits of MUs are positively esteemed. The implication is that the objective to set up and evaluate an M&E framework has been given impetus.

5.2.4 Objective 4

The final objective of the study was to identify ways of making the efforts of the mobile unit project sustainable in terms of its goals. The levels of optimism discovered in this study suggest that the mobile unit project is potentially sustainable. Almost 82% of respondents as captured in Table 4.24 of chapter 4 bear affirmation to this conviction. The researcher advanced her interrogation by applying a particular SWOT analysis to the MU intervention. Almost 60% of respondents did not supply an answer for strengths while the remaining group viewed better access by 4X4 vehicles, optimal use of existing structures and empowerment, greater access and improved NPR as the strengths of the intervention (see Table 4.27).

Improved online verification and easy access to remote villages were perceived as strengths (see Table 4.25). Truck breakdown and poor quality equipment were seen as weaknesses (see Table 4.26). Roadworthiness, driver skills and lack of equipment were seen as major challenges (see Table 4.21). A combination of about 60% respondents identified minor threats to the MU project. These varied from fraud and crime of theft, decline in demand, bad roads, funding, satellite failure and unclear communication (see Table 4.28).

With regard to overcoming the challenges, M&E of the mobile operations was explored. The totality of 38 respondents did share their views. These ranged from involving the management, conducting random site visits, analysing monthly statistics, conducting quarterly impact assessments, ensuring proper maintenance of trucks, giving feedback to Minister to installing tracking devices (see Tables 4.22 and 4.23). The overall impression is that the objective has been realised.

5.3 STRENGTHS AND WEAKNESSES OF THE STUDY

This study posed a variety of challenges to the researcher. These have presented themselves in the form of both strengths and weaknesses. The attempts to reconcile and balance these polar inevitable elements have served a motivational role.

5.3.1 Strengths

Four objectives, accompanying questions and a SWOT analysis have guided the activities of this study. All, as reported in section 5.2 above, have been realised with the potential to the ultimate development of a monitoring and evaluation tool and the eventual implementation thereof. The functional-structural theoretical vantage point and the AGIL model formed a useful framework to integrate fact-finding with theoretical insights and conclusions.

This formative study has managed to interrogate the functioning of the mobile units with the involvement of the executors of the project. The researcher applied a high standard of objectivity as the research was hosted by the organisation wherein she has a career and economic ties as a manager. The PAR methodology chosen by the researcher has added valuable insight to this journey. This has enabled the researcher to gather the information she requires in her attempt to develop a monitoring and evaluation framework for mobile units, and possibly other interventions or inventions in the DHA. As Cousins and Earl (1995) assert, PAR generally integrates normal operations and deliberative interventions in a monitoring and evaluation approach.

5.3.2 Weaknesses

The timeframes and duration taken to complete this study had their own weaknesses. The timeframe was a challenge in that the researcher had to switch between full-time employment and part-time studies while preserving the production of a dissertation of acceptable quality within a recognised duration. However, the supervision support from Unisa mitigated against this weakness.

Funding for the study had once threatened completion. However, the researcher's motivation and supervisor's encouragement have enabled the activities to persist over the time period of the study. When initially committed financial resources were depleted, alternative funds were raised. In sociological terms, Parsons' functional prerequisites were greatly at play in this instance.

The sample size and the sample itself could not be fully realised mainly because of financial and bureaucratic dynamics. Financial constraints meant that the respondents had to be recruited at a common venue although they were from six provinces in South Africa (see Table 4.1 in chapter 4). While this was economical in terms of cost and time, it has resulted in the concentration of respondents in one province, namely KwaZulu-Natal. The planned sample size was 10 respondents per province but the ultimate ranged from 20 in KwaZulu-Natal to one in some provinces. Despite these constraints, the fundamental criteria for the chosen purposive sampling design were met.

The bureaucratic dynamics of this study lie in the hierarchical nature of the organisation hosting the research. When to meet the respondents, where, which project to research and how many provinces to choose respondents from were directed by the DDG: Civic Services at the Department. Overall, certain protocols had to be observed. While they can be viewed as weaknesses, they have contributed immensely to the successful completion of the study.

5.4 IMMEDIATE AND SHORT-TERM RECOMMENDATIONS

Ideally, the summative and formative assessments of any project or intervention should reflect on both its progress and achievements. In this regard, the intended

audience and the external environment of the intervention or project have a bearing on the levels of such progress and achievement. Similarly, from a structural-functionalist vantage point, the adaptation of the intervention as a social system is crucial for the survival and continued operations in that system. To critically reflect on the strengths, weaknesses, opportunities and threats for such adaptation of the mobile unit project as a social system, the researcher in this section discusses short-term and immediate recommendations for the continued effectiveness of the provided service. In this study, it was found that rural communities' access to the services of the DHA posed a particular demographic circumstance and need in the external environment that was addressed by the mobile unit project.

Since a remarkable number of respondents have perceived the goals and accessibility of the mobile unit project positively, the researcher recommends that the suggestion to use 4X4 vehicles be followed up. As an immediate response to an identified need, it can have a positive impact on the DHA's goal to extend its services to the 'most difficult to reach' areas of South Africa. Parsons (1967) suggests that the structures and processes in the social system motivate the social actors therein to develop meaningful intentions via available goal-attaining means. Such structures and processes are imbued with society's values and norms.

The perceived threat of poor or unclear communication between the head office and provinces is a matter of immediate concern. It reflects what Parsons' primary concern for 'how, if individuals were really separate entities pursuing their self-interest, there could be any order at all: How could there be anything but disorder? (Johnson 1993:116). Thus, poor or inadequate communication may damage cooperation between the social actors in the system thereby harming social integration.

5.5 CONTINUAL MEDIUM-TERM CONSIDERATIONS

From a structural-functionalist vantage point we can argue that all social systems have common moral values and collectivity obligations. Likewise, the DHA has shown recognition of its obligation to ensure that the mobile unit project develops beyond project status into a sustainable service. Channel Management was

established to ensure jurisdiction over this development. The challenge has been to secure the sustained operation of the mobiles. In the light of accompanying demands, the researcher concurs with the perceptions expressed by the respondents that the DHA needs to address staffing and training needs as a medium-term and continued adaptation need of the social system. While research participants have mentioned the number of available trucks as a point of strength, the researcher recommends that the DHA considers adding more trucks to the fleet as the threats of breakdowns, bad road conditions and maintenance problems can be harmful to service delivery. This can be detrimental to the performance of latent functions which are regarded as crucial for 'furnishing, maintaining and renewing the motivation of individuals and the cultural patterns that create and sustain this motivation' (Ritzer 1992:242).

If funding and budgetary considerations for the mobile unit project can be sustained by the DHA, it will have beneficial implications for the sustainability of the mobile units. The employees who have participated in the research have confirmed the relevance and sustainability of operating mobile units at the DHA. The researcher also recommends the simplification and decentralisation of procurement processes with the chief aim of improving efficiency. The structural-functionalist theoretical perspective adopted in this study suggests that bureaucratic organisational structures like the DHA can consciously work to simplify their functions and to decentralise them, while the officials in the various offices are at the same time empowered to assume such specialised tasks. However, the ultimate onus lies with the decision-makers to ensure that resources are constantly available and medium-term demands are timeously addressed.

5.7 RECOMMENDATIONS FOR FUTURE AND LONG-TERM PLANNING

In this study, the strategies employed by the DHA as a public entity have been reviewed from the vantage point of the staff involved with the purpose of recommending long-term plans for ensuring the sustainability of the mobile unit project. Participants in this study stressed the importance of strategies that should be implemented by stakeholders, such as chiefs and members of community

organisations, as important resources for the sustained successes of the DHA as an entity.

As a business sector the DHA is not immune to the demands of global technological advancement. While certain functions enjoy evolutionary development, global technological advancement calls for conscious engagements in the modification of organisational structures and functions. This demands from the DHA dedicated attention to trends in information technology. Satellite failures, poor quality or outdated IT equipment and the lack of computer services at some mobile unit service points have been perceived as both a weakness and a threat to the sustainability of the service. The researcher recommends that the DHA search for systems that can be adaptable in all areas. This will reduce hand-written documents which are more susceptible to fraudulent activity.

In this study, respondents emphasised the positive impact that the mobile unit service has made, particularly in respect of creating greater awareness and appreciation among the public of having the needed civil documentation. In addition, the respondents expressed a sense of confidence in the improved credibility of the South African National Population Register (NPR). These findings offer convincing proof of matured integration functions in the mobile unit project as a social system.

The study found that the research participants regard strengthened stakeholder relations as a particular benefit of the mobile unit service in various regions of South Africa. To this effect, the researcher recommends that the DHA further liaise with stakeholders in an effort to nurture and sustain shared accountability. This has been confirmed by respondents' perceptions of other stakeholders as being responsible in this regard. In addition, the communities will benefit in that they will be able to receive a variety of services at a single service point.

5.8 CONCLUSION: RESPONDING TO THE TITLE: A STRATEGY FOR FORMULATING A MONITORING AND EVALUATION FRAMEWORK/TOOL FOR THE SUSTAINABILITY OF MOBILE UNITS IN THE DHA OF THE REPUBLIC OF SOUTH AFRICA

The study found that the respondents were not convinced of the possibility for the development of monitoring and evaluation criteria and systems beyond the use of statistical information to track goal achievement. However, since 73,7% of the respondents judged the DHA as capable of assessing the needs of mobile units, it offers hope for a collaborative development of a suitable M&E framework. The researcher contends that the perceptions as captured in Table 4.23 in the previous chapter can successfully be incorporated in discussions for the development of an M&E framework.

The researcher believes that this formative study can enable the DHA to gauge the activities of the mobile unit service. Moreover the study is an assessment of the actual project impact as perceived by the social actors involved in the project.

The study has equally provided a baseline for the DHA to determine whether its available resources are sufficient and whether the project has accomplished what it intended to. Moreover, the researcher believes that the formative nature of this study will enable the DHA to develop an effective monitoring and evaluation tool for the sustainability of mobile units. In addition, the researcher envisages that the recommendations will enhance the formulation of operational policies and guidelines to stakeholders at all levels.

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APPENDIX A: LETTER OF ENDORSEMENT OF THE STUDY

From Department of Home Affairs of RSA



DEPARTMENT: HOME AFFAIRS
REPUBLIC OF SOUTH AFRICA

Chief Directorate: Strategic & Executive Support Services
Private Bag X114, Pretoria, 0001
Cnr. Paterson and Meggs Street, Walford, Pretoria
Tel (012) 810 8012/ 8013 Fax (012) 810 7133 or (012) 810 7065

03 September 2008

Ms Thobile Kubheka
Department of Home Affairs
Project Management Office

Dear Ms Kubheka

RE: APPLICATION TO DO RESEARCH IN THE DEPARTMENT OF HOME AFFAIRS

Thank you for submitting your request to conduct research in the department of Home Affairs.

After a thorough assessment of your request, the Committee has reached the following conclusions:

1. Your study will be beneficial to DHA and it can feed into the development of a Monitoring and Evaluation framework.
2. The Finance section of the Department could be involved as your study will be testing an M & E tool that may have wider uses.
3. Civic Services has been identified as the business unit that can potentially host your research.
4. It is up to you to arrange a meeting with the relevant head of this business unit to finalise arrangements.

Kind regards

A handwritten signature in black ink, appearing to read 'John Cameson'.

John Cameson

Chief Director: Strategic Executive Support Services
Chairperson: Research Committee

APPENDIX B: DECLARATION OF INTENT FOR RESEARCH AND OF INFORMED CONSENT

***Research Interviews in six provinces of South Africa which represent four zones of
the Department of Home Affairs***

Name of Principal Investigator: Ms Thobile Nolwandle Kubheka-Tshikala

Institution of Principal Investigator: University of South Africa, Department of Sociology and
Demography

Explanation of Procedures

You are being invited to participate in an interview being conducted as collaboration between the South African Department of Home Affairs and the University of South Africa. The research is funded by the Department of Home Affairs. It is executed in collaboration with the University of South Africa and the offices that utilize the mobile units in the four zones of Home Affairs.

This interview is designed to help us understand your knowledge and understanding concerning various issues relating to the deployment of mobile trucks. You are one of many people being asked to participate in this individual interview. Participants represent all ranks of Home Affairs personnel. It will include coordinators of the mobile units' project.

Risks and Discomforts

Discussing and answering questions about work related issues may be uncomfortable for some people. You are always free to not answer a question if you do not want to.

Benefits

You may not personally benefit from your participation in this research. However, your answers may provide us with information that will be used to develop frameworks to monitor and evaluate the operation of mobile units by Home Affairs.

Alternative Procedures

Your participation in this study is entirely voluntary. There is no expectation on the part of your supervisor, the study sponsor, or the Department of Home Affairs that you participate. Your decision on whether or not to participate will not affect the status of your employment, and will not affect your participation in other studies at other research organisations. Whether or not you decide to enter the study, you will receive the best available general information on ways to monitor and evaluate the operation of mobile units in your area. This will include any empowerment programmes aimed at capacitating you (and your team) in the skills necessary to fulfil your duties.

Confidentiality

All information collected during the interview and/or focus group will be kept confidential to the extent permitted by law. The session will be taken in written format. Your participation means that you agree to allow the information to be used for scientific purposes, but your name will not be identified in anyway in reports or publications. This research team has over two decades of research experience in various projects around South Africa. Procedures for maintaining confidentiality have been well tested and are successful. However, the representative of the sponsor (Acting DDG Civic Services), the University of South Africa Institutional Review Board, and Home Affairs' Research Committee are monitoring the research to ensure that the work is done correctly and that the safety, confidentiality and well-being of participants are protected. These agencies may have access to information which identifies you by name. Any publication of the data will not identify you.

Withdrawal without Prejudice

You are free to withdraw your consent and to discontinue your participation in this study at any time without prejudice now and in the future.

New Findings

You will be told by the Department of Home Affairs of any new information learned during the course of the study. If we discover any important information during the study that might affect your performance, we will inform you and ensure that you receive the necessary capacitation.

Costs for Participation in Research

There are no costs to you for taking part in this study.

Questions

You have the opportunity to ask any questions you may have, and to discuss your answers fully. You are urged to contact the principal investigator at any time if you have any questions. The name is Thobile, email Thobile.Tshikala@dha.gov.za, telephone 012 406 4052, fax 086 538 6200.

Legal Rights

You are not waiving any legal rights by participating in this research.

Statement of Agreement to Participate in Research Study

You have read this consent form or had it read to you in a language that you can speak, and its contents explained to you. All of your questions have been answered. Your rights and privacy will be maintained. You freely and voluntarily choose to participate in this study. You will be given a copy of this consent form. If you do not wish to keep a copy, your office will keep it for you in a safe and secure place. By signing your name or making your mark in the space below you voluntarily agree to contribute to the study.

Name of Respondent _____

Office and Province _____

Signature_____

Date_____

APPENDIX C: QUESTIONNAIRE

Questions to address a strategy to formulate a Monitoring & Evaluation (M&E) framework for the sustainability of mobile units by the Department of Home Affairs in the Republic of South Africa

1. What in your view are the goals of the mobile units of Home Affairs?

2. How do other role players perceive the goals of the mobile units?

3. Would you judge the goals of the mobile units to be specific?

Yes	No

The following questions relate to the goals:

3.1 Who is involved / Who is accountable?

3.2 What does Home Affairs want to accomplish with the mobile units?

3.3 Where are the mobile units deployed?

3.4 What are the timeframes (when does Home Affairs deploy the mobile units at various locations/service points)?

3.5 Are the deployment functions reactive or proactive? Explain.

3.6 Which requirements and constraints should be taken into account?

3.7 What are the specific reasons, purpose or benefits of accomplishing the goal?

The following questions relate to the measurability of the goals of the mobile units:

4. Are the goals of the mobile units realistic and relevant?

Yes	No

4.1 Does Home Affairs have a deployment strategy of the mobile units? Explain.

4.2 What improvement has the utilization of mobile units brought about?

4.3 What measures have been taken to monitor optimal utilization?

4.4 Which areas of South Africa need mobile units the most?

4.5 Can we develop concrete criteria to measure progress toward the attainment of the goals? Explain.

4.6 What attitudes, abilities, skills, and financial capacities are needed to reach the goals?

4.7 Who needs to acquire the attributes stated in 4.6 above?

The following questions address the branding of the mobile units to the public:

5. How can the mobile trucks be branded to the public and to all service recipients as extensions of the Department of Home Affairs?

6. What are the main challenges in the operation of the mobile trucks?

7. What in your opinion is the most appropriate framework for overcoming these challenges?

8. How do you think the operation of the trucks should be monitored and evaluated?

9. Do you perceive the mobile units as a sustainable effort?

Yes	No

10. What, in your opinion are the strengths, weaknesses, opportunities and threats to the sustainability of the mobile units?
